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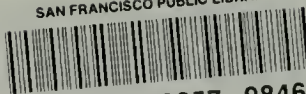
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1979-80 CIVIL GRAND JURY SPECIAL REPORT

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On the evening of May 21, 1979, a verdict of involuntary manslaughter was returned by the jury in the trial of former Supervisor Dan White, who was charged with the killing of Mayor George Moscone and Supervisor Harvey Milk. A march to protest the verdict formed near the vicinity of Castro and Market Streets and proceeded to the Civic Center. When it reached City Hall, the crowd found no specific focus for its protest. A small minority of the crowd attacked City Hall, breaking windows and attempting to set the building on fire. Police officers at the scene were stoned and taunted. Later in the evening, police cruisers parked on McAllister Street were torched. Sometime after 11:00 P.M., the police dispersed the crowd from the Civic Center, an action which resulted in numerous injuries to police and to civilians. Following the dispersal, sporadic looting and vandalism occurred in the vicinity of the Civic Center, on Market Street, on Larkin Street, etc. A large contingent of police moved to the Castro and Market district. Crowds formed near the intersection of 18th and Castro Streets. Members of the crowd may have thrown objects at the police. Police officers requested that many of the bars in the area close, which the bars did voluntarily. A squad of police entered the Elephant Walk Bar and cleared it. In the process, substantial damage was done to the premises and many patrons and employees of the bar have alleged brutal behavior by the police.

This Report

The Civil Grand Jury is charged with investigating the performance of city and county departments. The events of May 21st raise many questions about San Francisco's ability to respond to an emergency situation, whether a riot (as in this case) or a natural disaster. We are issuing this report in order to provide the citizens of San Francisco with our evaluations of departmental performance while the events remain relatively recent. Many of the problems which came to light as a result of the May 21st riot are continuing situations or symptoms of larger issues to be addressed by the Civil Grand Jury in its annual report, which will be issued at the end of the jury's term in June, 1980. The Civil Grand Jury hereby makes the following conclusions and recommendations as a result of its investigation of the May 21st riot.

The March and the Violence

The Civil Grand Jury believes that citizens were entitled to assemble and demonstrate in order to protest the verdict in the Dan White trial. The jury approves of the police department's willingness to facilitate this kind of spontaneous demonstration, which formed suddenly and without the usual parade permits. We commend the police department's escort of the marchers from Castro and Market to City Hall.

The Civil Grand Jury condemns the actions of marchers who perpetrated or incited violent acts. Even in view of the astonishing result in the Dan White trial, violent action was a totally inappropriate response to the verdict. Violence could not in any way overturn the outcome of the

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trial; furthermore, those who rioted dishonored the memories of Mayor Moscone and Supervisor Milk, both of whom were opposed to violence.

We believe that the large majority of the people at the Civic Center on the night of May 21st were peaceful. Although many of the citizens who marched from the Castro and Market area were members of San Francisco's gay community, we have no evidence that the perpetrators of the violence were gay people. We conclude that it would be inappropriate to refer to the events of May 21st as a gay riot.

Preparedness

I. Intelligence

We conclude that the police department's intelligence gathering system failed to alert the department to the potential of a violent demonstration occurring in the event a lenient verdict was returned in the Dan White trial. Testimony before the jury indicated that members of the gay community and high civic officials communicated their apprehensions to police officials during the week preceding the jury verdict. There is no indication that the police department acted upon this information in any way. Had it done so, the entire incident might have been averted.

II. Training

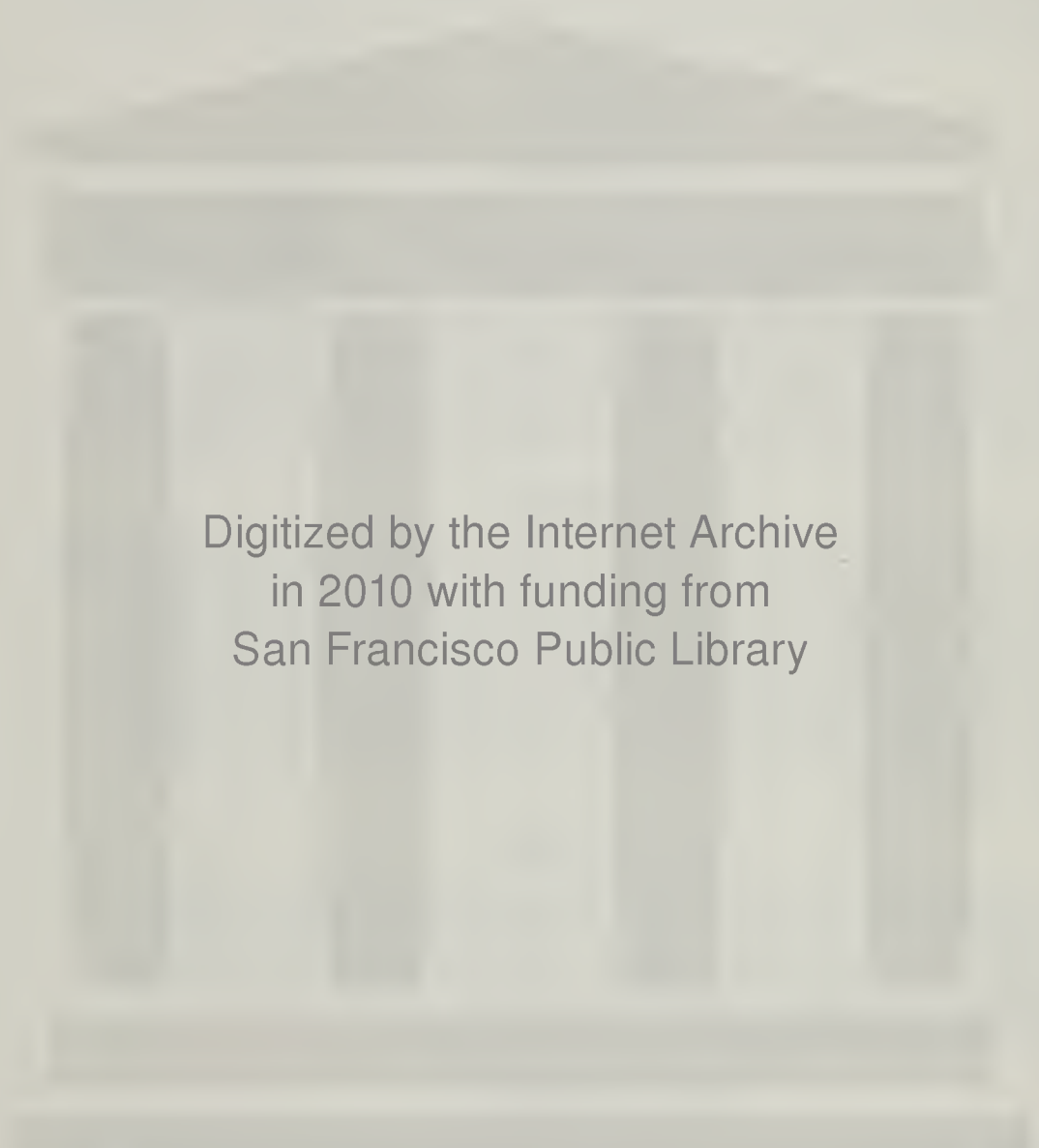
All police officers receive riot and crowd control training during their course at the police academy. Once on duty, however, the only component of the force which keeps up its training is the Crime Specific Task Force (CSTF). Police personnel assigned to district stations receive sporadic and inadequate formal riot/crowd control training once they leave the academy. Many of the police officers on duty at the Civic Center the night of May 21st had not received instruction in crowd control for years.

III. Equipment

Police, sheriff and other city personnel who may require it appear to have limited and antiquated equipment for use during crowd control situations. As a particular example, gas masks owned by the police are of several different, non-standardized types; some of the police department's gas masks date back to World War II.

Recall Procedures

We conclude that police procedures for recalling off-duty personnel are inadequate. From the time it was determined on the night of May 21st that off-duty officers would be needed to the time that they actually were contacted and reported for duty, hours had passed. The May 21st incident raises anew the question of residence requirements for essential city employees; the length of time it took to locate and recall personnel that evening raises doubts about the appropriateness of the existing residence regulations. The Civil Grand Jury has not reached any conclusions about the residency issue at this time; it will endeavor to make recommendations to the citizens of San Francisco about this issue in its annual report.



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In addition to the deficiencies we have found in recall procedures, we also conclude that the police department erred in releasing day watch personnel during the early evening of May 21st. Various station commanders repeatedly called police headquarters following the announcement of the verdict to determine whether or not to release their day watch personnel. Even as the march was forming on Castro Street, day watches were being released. Recalling those officers later proved to be a difficult task, as noted above.

City-Wide Planning

The jury's investigation revealed that San Francisco has an Emergency Operations Plan for dealing with civic emergencies, whether civil disorders or natural disasters. However, it appears that almost nobody in city government is aware of the plan's existence, nor have we been able to determine that any effort was made to implement it during the May 21st disturbance. There was a lengthy attempt the night of May 21st to locate the city's Emergency Services Director, who is responsible for preparing and implementing the plan. The director turned out to be in Sacramento; there is apparently no back-up person designated to be responsible for coordinating emergency services in the director's absence. For all practical purposes, the Emergency Operations Plan might as well not exist.

The May 21st incident demonstrated a total lack of communications and co-ordination among city departments. As a prime example, much has been made of the fact that if there had been a suitable public address system available, community leaders and city officials might have been able to speak to the crowd and provide a focus for the protest demonstration. Frantic efforts all night long to locate such a system were fruitless; nobody in the police department or the mayor's office was apparently aware of the existence of just such equipment in Room 260 of City Hall.

The jury's investigation revealed that there is very little communication or coordination between the police and sheriff's departments. Sheriff Brown was in his City Hall office the night of May 21st and informed police that he was available if needed. Sheriff Brown informed the Civil Grand Jury that he could have provided up to 50 deputies upon request the night of May 21st. He was never asked. In addition, we found that there is no clear delineation of the responsibilities of the police and sheriff's departments for the protection and security of City Hall. At present there appears to be divided jurisdiction between the two departments, with neither one having a precise understanding of who is responsible for what.

The Civil Grand Jury also found that the police department seems unable to protect with the fire department during civil disturbances. On the night of May 21st, fire department personnel attempting to reach a burning police cruiser in front of City Hall were prevented by the crowd from accomplishing their duty. Calls by the firefighters for police assistance and protection were met with inadequate response.

Municipal Response at the Civic Center

The Civil Grand Jury makes the following findings concerning the response

of City officials and departments during the riot at the Civic Center:

1) Police response to the riot was hampered by poor communications. All police personnel on the scene could not receive the same channels on their radio equipment; orders and information were not being broadcast on all the channels being used that evening. The Chief of Police was not wearing a radio himself. Furthermore, existing police radio receivers were difficult to hear.

2) Additional confusion resulted from the designation of three different locations as "the command post." This term was used to designate a field command post located at the corner of Polk and McAllister, to designate of Chief of Police (who thought the command post was located wherever he might be), and to designate the Mayor (who thought her office was the command post).

3) Several times during the evening, a number of public officials, including Mayor Dianne Feinstein and Supervisor Carol Ruth Silver, attempted to address the crowd in an effort to calm it and to provide a focus for the demonstration. Although their efforts were unsuccessful, we commend these officials for their courageous attempts to mollify a hostile mob.

4) When it became clear that the crowd was out of control, no effort was made to set up police barricades around the Civic Center area to prevent more people from joining the mob and aggravating the situation, as well as to prevent people leaving the Plaza from returning.

5) Several times during the evening, police officers radioed for help by broadcasting a call referred to as a "406." A "406" is the most urgent category among police radio calls for assistance and officers expect all police personnel on duty to respond until otherwise notified. On the night of May 21st, several "406" calls were cancelled by Chief Gain and Deputy Chief Mullen without their sending aid to the officers making the calls. The Civil Grand Jury accepts the rationale that the "406" calls were cancelled to avoid having all police personnel in the city converging on the Civic Center. The Grand Jury concludes that Chief Gain and Deputy Chief Mullen were irresponsible and acted without actual knowledge when they cancelled the "406" calls without dispatching any assistance to the officers calling for help.

6) Sometime around 10:00 p.m., squads of police officers who had been stationed for hours in the City Hall rotunda were ordered to march to the front of City Hall and clear the steps and sidewalk on the Polk Street side of the building. The police officers accomplished this task. The officers were then ordered to line up in front of the building and were left standing there for nearly an hour as targets of the mob's hostility. It was during this period that a number of police officers were injured by objects thrown by crowd members. We conclude that there was no rational justification for ordering this line-up or for exposing police officers to an angry mob for an extended period of time if there was no intention to disperse the crowd.

7) Before the police cleared the steps and sidewalk, a group of citizens who opposed the violent behavior of some of the crowd members organized

a line on the City Hall steps. These citizens linked arms and attempted to keep the more violent people away from the smashed-in doors of City Hall. Among those in the line of peaceful citizens were some well-known gay community leaders. The organizers of the line were in communication with the police inside City Hall, who were aware of their presence and encouraged their efforts. Nevertheless, when the police finally left the City Hall rotunda and went outside to clear the Polk Street side of the building, they cleared not only the riotous crowd, they attacked and clubbed the members of the non-violent citizens' line who were standing behind the police line and who were never requested by the police to leave. The Civil Grand Jury finds this action by the police inexcusable.

8) The Civil Grand Jury finds that some police officers responding to calls that they report to the Civic Center parked their cruisers on McAllister Street contrary to established policy and practice that police vehicles be parked some distance away from the scene of a civil disturbance. The police cruisers parked on McAllister Street were later vandalized and set on fire by the mob.

9) The Civil Grand Jury concludes that the Chief of Police failed to follow long-established Police Department crowd control procedures and refused to consult with or accept the advice of Police Department personnel who are considered to be the department's experts in riot and crowd control.

10) The Civil Grand Jury concludes that sufficient police personnel were on hand at City Hall by 8:30 - 9:00 p.m. to disperse the crowd. We believe that it was a failure in judgment for city officials to allow violent behavior to continue unchecked once it began. The crowd should have been dispersed as soon as it became violent.

11) The jury concludes that fires and looting which broke out in several areas near the Civic Center following the dispersal of the mob could have been reduced had San Francisco and Mutual Aid police personnel patrolling those areas arrested more of the individuals seen breaking windows or setting fires. The jury has no evidence to indicate that persons who set fires or looted businesses in the Civic Center environs were part of the crowd at City Hall.

The Mood of the Crowd and the Police

The events which took place at the Civic Center the night of May 21st were aggravated by the mood of both the mob and of the police.

Police officers who were present at the Civic Center the night of May 21st almost unanimously testified to their frustration at being prevented from taking action against a mob which appeared to be destroying City Hall. Hundreds of police officers (including most of the CSTF) were kept bottled up in the City Hall rotunda for hours while the front doors of the building were smashed to bits, fires were set in basement offices, and tear gas was released somewhere in the building. When police were finally ordered outside, they were only allowed to clear the steps and sidewalk in front of the building. For nearly an hour, a line of police officers stood outside the building being taunted by the crowd and

serving as targets for those in the mob who were throwing objects ranging from rocks and bottles to trash can lids. A number of officers were injured while standing in the line. In addition, police rank-and-file officers were infuriated to hear "406" calls being cancelled. Officers interviewed by the jury testified that they consider a "406" to mean that a fellow officer is in utmost distress and expect that all on-duty personnel will attempt to respond to such a call. All officers interviewed believed that the cancellation of the "406" calls was the most demoralizing occurrence of the entire night.

The Civil Grand Jury can understand the anger and frustration of officers who were placed in this position and who were unable to take any action against the rioters. The jury believes that some of the acts of police violence which occurred during the dispersal of the crowd later in the evening might not have happened if the level of anger and frustration among the police officers present had not been so high.

The apparent inability or reticence of the police command to respond to acts of mob violence encouraged the violent members of the crowd to step up their attacks. In effect, crowd members seemed to be testing the police; when the police failed to respond to taunts and bottle-throwing, rioters were encouraged to escalate their violence. This led, we believe, to the mob's efforts to set fire to City Hall and the successful vandalizing and torching of the police cars parked in the Civic Center.

Police Brutality at the Civic Center

There have been numerous allegations that instances of police brutality occurred during and after the dispersal of the crowd at the Civic Center on May 21st. We conclude that some incidents occurred at the Civic Center which can only be characterized as the excessive and inappropriate use of force by police officers. We regret that we cannot supply the people of San Francisco with more conclusive details. There has been some reticence by affected private citizens to co-operate with the grand jury by providing witnesses to acts of brutality or substantive evidence of such acts, like medical records. A number of the police officers interviewed by the jury saw nothing, heard nothing and did nothing. The extremely limited resources of the grand jury, which does not have professional investigators, has hindered this aspect of our investigation immeasurably. Nevertheless, the injuries sustained by some members of the crowd at City Hall suggest to us that force far in excess of what would be necessary to disperse the crowd was used by a few police officers.

The problem facing both the Civil Grand Jury and the citizens who allege they were brutalized is that the offending police officers cannot be identified. Both police and private individuals have testified that the police making the sweep of the Civic Center Plaza were wearing dark blue jump suits without badges, and were wearing riot helmets with their visors down. Under those circumstances, it would be miraculous if anyone were able to identify any individual police officer taking part in the sweep.

While it is clear to us that a few officers exceeded the scope of their duties by brutalizing citizens, we also conclude that most police officers

exercised considerable restraint during their service at the Civic Center on May 21st. We are persuaded that it is inevitable that in the dispersal of a riotous crowd there will be injuries to crowd members -- even those who might have been peaceful. Police are authorized to use their batons to push and jab at demonstrators who resist them. In the rush to avoid an oncoming line of police, it is likely that people will be scraped, jostled, bruised or trampled. Such injuries incurred during the course of a civil disturbance do not strike this jury as being evidence of police brutality.

A Debacle on Castro Street

After the riotous mob at the Civic Center had been dispersed, large numbers of police proceeded to the Castro and Market area. The Civil Grand Jury has had some difficulty reconstructing what occurred on Castro Street during the early hours of May 22nd. Many reports to the jury indicated that nothing unusual was taking place on Castro Street when police arrived there. After police appeared on Castro Street, crowds began gathering to see what was going on. A Muni inspector in a Muni vehicle was surrounded by the crowd at one point, and a Muni bus was also blocked for a while. The trapped Muni inspector appealed for police assistance; his request was ignored. Finally, some crowd members apparently persuaded the people surrounding the car to move, and the Muni vehicle left the area.

On the basis of unsubstantiated reports around 1:00 a.m. that bottles were being thrown at police, a much larger police presence entered the area. Specifically, a bus-load of police in riot gear was dispatched to Castro Street and advanced toward the intersection of 18th and Castro. Bystanders, largely members of the gay community who historically have mistrusted the police and were angered by the Dan White trial verdict, began taunting the officers. Captain Jeffries, who commands the Mission Station, ordered police officers in pairs to ask the bars to close. Captain Jeffries received a report that bottles were being thrown from the Elephant Walk Bar, on the southwest corner of 18th and Castro, and ordered it closed.

The grand jury has not been able to unearth credible evidence that bottles or other objects were being thrown from the Elephant Walk Bar. The police claim that bottles were being thrown and that an officer attempting to enter the bar to close it was subjected to a barrage of objects from bar patrons. Bar employees and patrons whom the jury interviewed deny that any objects were thrown at police from the Elephant Walk.

No evidence has been submitted to us to show that the police made a bona fide effort to have the Elephant Walk management close prior to raiding the bar. We note that other bars on the street closed without incident when requested to do so by the police. Elephant Walk spokespersons have said that they would have closed willingly if they had ever been requested by the police to do so. Yet a squad of police invaded the Elephant Walk Bar and cleared it. In the process, numerous patrons and employees of the bar were injured; glassware, bottles and windows were smashed; and the bar was left a shambles. Employees and patrons of

the bar claim that there was no warning that the police were going to enter the Elephant Walk in force.

We conclude that the police raid on the Elephant Walk was not justified by the circumstances, that unnecessary violence was used against Elephant Walk patrons and employees, and that police officers apparently vandalized the premises. If it were true that a police officer had difficulty entering the Elephant Walk through the front door, there was also a side entrance along 18th Street. It is conceivable that a uniformed officer entering the bar might have been pelted, given the hostility of the neighborhood at that moment, but a plainclothes officer could have been sent inside instead, to ask the bar management to close. The members of the Civil Grand Jury are not persuaded that wholesale mayhem was the only possible way to close the Elephant Walk.

In addition to injuries incurred by patrons and employees of the Elephant Walk, people on the streets attempting to leave the area were pursued by police and beaten. One individual was beaten in the alleyway of his own residence. Persistent reports lead us to conclude that police officers used abusive and obscene language to citizens. We find the lack of police professionalism in the entire Castro Street affair, and particularly the Elephant Walk raid, inexcusable.

There has been considerable controversy among rank-and-file police officers over Deputy Chief Mullen's eventual order to withdraw police from Castro Street. In fact, this order is referred to by some police officers as "Mullen's Retreat." The Civil Grand Jury approves of police being withdrawn from Castro Street. Chief Mullen's action probably prevented an already deteriorated situation from becoming an all-night riot.

The Civil Grand Jury concludes, most importantly, that none of the trouble on Castro Street would probably have occurred if police had not shown up en masse and caused crowds to gather. There is no evidence that a massive police presence was necessary on Castro Street at any time during the morning of May 22nd. Small details of police, preferably in plainclothes, could have dealt with the problem of closing the bars, if there were indeed a need to close the bars..

Inflammatory Remarks

In spite of the jury's findings that the police presence and behavior on Castro Street was entirely inappropriate, the Grand Jury particularly must condemn the intemperate remarks of Supervisor Harry Britt made during and immediately after the Castro debacle. While we can understand Supervisor Britt's outrage over the Dan White trial verdict and the events which followed it, we believe that public officials have an absolute responsibility to assist in defusing potentially explosive situations. Instead, Supervisor Britt's remarks could very easily have been interpreted by any nearby listener as condoning the City Hall riot and the harassment of police on Castro Street. Given the inflamed emotions of the crowd, Supervisor Britt's comments could have incited people on Castro Street to further violence. That potential for violence lingered through the rest of May 22nd, since a birthday memorial for

slain Supervisor Harvey Milk was scheduled to take place on Castro Street during the early evening. Supervisor Britt's actions during the morning of May 22nd were irresponsible and dangerous.

Aftermath

Following the May 21st riot, numerous charges were filed by injured citizens against the police. Some of these complaints have grown into lawsuits; others were filed with the police department's Internal Affairs Bureau. The Grand Jury will not comment on the complaints which are now in litigation. We have, however, examined the process and results of the police internal affairs investigations. The Civil Grand Jury concludes that the Internal Affairs Bureau has made a good faith effort to investigate the charges filed with their office. Their investigation has been handicapped by a number of factors:

- 1) The inability to identify the badgeless officers who allegedly brutalized citizens at the Civic Center;
- 2) The lack of cooperation from complainants and their attorneys in providing evidence and witnesses; and
- 3) Lack of cooperation from police officers present the night of May 21st.

We have no evidence to suggest that Internal Affairs attempted to white-wash police participation in brutal behavior; in fact, the Internal Affairs Bureau faced some of the same difficulties the Civil Grand Jury experienced in its own investigation. A number of the Internal Affairs investigations have been completed and the reports have been forwarded to Chief Gain for action. We commend the Internal Affairs staff for making a conscientious effort to fulfill their responsibilities under difficult circumstances.

In addition to the internal affairs investigations and civil suits filed against the City, the police department prepared a selective and highly edited major incident report; the Board of Supervisors' Police Committee held an inconclusive hearing on the riot; and the Police Commission contracted for a report on the riot by SRI International (formerly the Stanford Research Institute).

The SRI Report

The Civil Grand Jury believes that the findings of the SRI report are consonant with our own findings, and hopes that the two reports will be read in concert. Each of the reports has a slightly different focus. The Grand Jury had the advantage of access to materials and documents which may not have been available to the SRI researchers.

A Lesson Ignored?

The Civil Grand Jury hoped that city agencies had learned something as a result of their experience on May 21st. We are appalled to hear that around 1:30 a.m. on Hallowe'en a busload of riot-equipped police once

again appeared on Castro Street to sweep revelers from the area. Citizen monitors who were on duty all evening to assist the police in controlling the crowd and who had been working together with plainclothes officers now report that they were beaten or clubbed by the riot squad. Although the Grand Jury has not yet substantiated these allegations, complaints of this nature suggest to us that the police department has learned very little from its May 21st experience.

Recommendations and Conclusions

- 1) The Civil Grand Jury recommends that the police department review its intelligence operations both to improve its means of keeping informed of activity in the City's significant communities and to make better use of information which is already being submitted to the department.
- 2) The Grand Jury can discern no significant improvement in police/gay relations since May 21st. We recommend that Chief Gain immediately act to re-institute the Community Relations Program he dismantled, and which he has been ordered to reactivate by Mayor Feinstein and the Police Commission.
- 3) (a) We recommend that police station personnel be given refresher instruction in crowd and riot control, and that station personnel be drilled in such procedures at least twice a year.

(b) We also recommend that there be coordinated training of other city departments to ensure that they can respond effectively to future civil disorders or natural disasters. We commend the Sheriff's department for instituting riot control training on its own.

(c) We recommend that each city department periodically train and certify that their personnel are familiar with the provisions of the city Emergency Operations Plan (and its current revisions).
- 4) We recommend that within the limits of fiscal restraints the City conduct a full-scale evaluation of riot and crowd control equipment needs and proceed to purchase the necessary equipment, including items such as effective gas masks, shields, bulletproof vests, communications devices, etc. Such equipment should be standardized and interchangeable among the departments which may have need for it.
- 5) We recommend that the police and other city departments immediately institute action to improve their procedures for recalling essential personnel in time of emergency, including considering the use of remote controlled paging devices to signal off-duty personnel, and establishing and enforcing a residency requirement for emergency personnel which would permit prompt recall.
- 6) The Civil Grand Jury strongly urges that effective contingency plans be drawn up for dealing with possible civil disorders occurring at locations known to be the foci of public demonstrations, such as City Hall, the Federal Building, the Hall of Justice, the Iranian Consulate, etc. (The Mayor has informed the jury that a contingency plan is being developed for dealing with possible disorders at City Hall. Another plan will deal with disorders in the rest of the City.)

7) We recommend that better communications and cooperation be established between the police and sheriff's departments. Because of the expense to the City in using Mutual Aid personnel from other jurisdictions, we urge that the police first request assistance from the sheriff's department when there is a need to augment police department resources.

8) We recommend that there be a clear, written plan delineating the responsibilities of the police and sheriff's departments for the protection and security of City Hall. This should end the existing confusion over jurisdictions.

9) (a) We recommend that disciplinary action be instituted against any officer cancelling a "406" call without specifically knowing that the officer calling for assistance is no longer in jeopardy.

(b) We recommend that the police review their procedures for responding to calls for assistance from the San Francisco Fire Department and implement changes immediately to prevent a re-occurrence of the police failure to protect and assist firefighters at the Civic Center on May 21st.

10) We recommend that a well-publicized list of alternates be named to act in the place of the city's Director of Emergency Services in the event of the director's absence or incapacitation. There is no purpose to San Francisco having an Emergency Operations Plan if no one knows where it is or how it is implemented.

11) As long as police officers can remove their badges, instances of police brutality will take place for which the perpetrators will never be called to account. We understand, as well, that in a crowd control situation, police badges can become hazardous and that there is justification for their removal. To insure that police officers are accountable for their actions, as well as for their own protection, we urgently recommend that all police uniforms, including jump suits used in riot situations, bear the officer's last name and/or badge number on a highly visible patch sewn to the uniform.

12) We have a recommendation for our fellow citizens who may find themselves in a crowd that is becoming riotous and who wish to avoid being injured: LEAVE!!!

13) Although we believe the police department Internal Affairs Bureau did its best to investigate complaints filed with them, we recommend that the line of authority be changed to remove the bureau from the jurisdiction of the Chief of Police. Instead, the Bureau should answer directly to the Police Commission or some other responsible civilian body. Complaints filed by rank-and-file police officers against Chief Gain and Deputy Chief Mullen have been forwarded to Chief Gain for review, as required by the current structure. Chief Gain has not acted on those complaints. It is unacceptable for the system to allow someone against whom a charge has been filed to be the reviewing official.

14) We recommend that the penalty for police officers found guilty of brutalizing citizens be dismissal from the police force. Nothing is

more detrimental to the necessary cooperation between citizens and police department than having a citizenry which fears its police. We consider it imperative that the police department make every possible effort to identify and dismiss officers who commit illegal violent acts. San Francisco cannot tolerate the spectacle of its police breaking the law.

We wish to make it clear that we believe the San Francisco Police Department's record to be relatively free of brutal incidents. We particularly commend the department for its tremendous restraint in the use of firearms. This has resulted in a much lower incidence of police shootings than suffered by many of our neighboring cities. We are particularly grateful that no gun was drawn by any officer the night of May 21st.

15) We recommend that the police department revitalize its dwindling motorcycle and mounted divisions. A relatively small number of police officers on horses and/or motorcycles can be extremely effective in controlling crowds.

16) In order to reduce the possibilities of confrontations between police and potentially hostile citizens, we recommend that the use of civilian monitors at protest demonstrations and other gatherings be encouraged. We urge the police department to assist in training monitors and to coordinate their crowd control efforts to avoid any future instances of police attacking monitors.

In Closing

The members of the 1979-80 Civil Grand Jury hope that their fellow San Franciscans will find this special report useful. We are aware of its deficiencies; nevertheless, we believe we have made an honest effort to determine what happened the night of May 21st. If we had the luxury of full-time professional researchers and investigators, this report would have been more exhaustive.

We wish to thank all the people who met with us; this report would not have been possible without their willing cooperation.

Our conclusion about the May 21st riot is that many citizens and municipal officials conducted themselves abominably. We can only hope that everyone who experienced that awful evening has learned something from it, and that our recommendations will be considered seriously as means of avoiding a future riot or civic disaster.

The Civil Grand Jury will maintain a continuing interest in the issues raised by the events of May 21st, and will attempt to assure ourselves and our fellow San Franciscans that concrete changes will be made.

We close this report imploring our fellow citizens to maintain their self-control and refrain from responding to events with mindless violence. Rioting accomplishes nothing; it only creates bitterness and discord, and can lead to further violence. We call on all San Franciscans to live up to our city's long, time-honored tradition of expressing itself in peaceful ways.

Dated: December 3, 1979

MEMBERS OF THE 1979-80

CIVIL GRAND JURY

IN AND FOR THE

CITY AND COUNTY OF SAN FRANCISCO

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MEMBERS OF THE 1979-80
CIVIL GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Ms. T. Elaine Adamson	Ms. Philomena P. Higgs
Mr. Donald A. Bartunek	Mr. James E. Loyce, Jr.
Mrs. Emmie L. Bryant	Mr. Samuel R. Montague
Ms. Katherine Cristiani	Ms. Janice M. Plattner
Miss Marsha M. Crociani	Ms. Phyllis M. Schaumburg
Mrs. Gail M. Dunn	Mr. Peter Shao
Mr. James J. Gleeson	Miss Ruby J. Smith
Mr. Thomas F. Haggerty	Father Theodore T. Taheny, SJ
Mr. Alan B. Wexler	

Mrs. Joan M. Rawls, Secretary

Ms. Karen M. Meyer, Foreman

Impaneled, July 1, 1979

Discharged, June 30, 1980

CITY AND COUNTY OF SAN FRANCISCO
GRAND JURY

OFFICE

ROOM 165, CITY HALL

TELEPHONE: 558-5010

Honorable Robert W. Merrill
Presiding Judge, Superior Court
City and County of San Francisco
Room 466, City Hall
San Francisco, Ca. 94102

Dear Judge Merrill:

On behalf of the members of the 1979-80 Civil Grand Jury, I submit to you our reports.

I would like to thank you for your counsel and especially for the interest you have shown in working with our present members and the new incoming Presiding Judge, Judge Constine, to make the 1980-81 Civil Grand Jury a smoother working, better informed and more efficient body. We wish the new Judge and jury well and offer our services in any-way feasible.

The jury wishes to thank Mr. Michael Tamony, Consultant to the Grand Jury, for his advice, time and help. He has been an invaluable source of assistance to us throughout this year. We would also like to thank his staff, especially Mrs. Gloria Clemis for her help and energy.

My thanks go to all the members of the Grand Jury who gave so much of their time and selves to an arduous task over the past year. We are a diverse group, many of whom have full time employment, and yet during most of our term our diversity tended to offer differing perspectives and not develop varying "causes".

We offer our reports and hope earnestly that they be noted, questioned and followed up by the departments they report on.

Sincerely,

Karen M. Meyer

Karen M. Meyer, Foreman
1979-80 Civil Grand Jury

KMM:gc

INTRODUCTION

A few comments should be made prior to the actual Grand Jury reports for the 1979-80 term. We hope they will help to clarify some portions of the reports and make some statements which could not adequately be covered under the departmental headings.

MAY 21st RIOT

Our jury inherited from the 1978-79 Civil Grand Jury responsibility for the investigation of the May 21, 1979 so called "White Night" riots. We undertook this as our first and foremost priority and include it again here in our final report despite it's status as an "interim" report.

We spent almost six months on this investigation. It included review of the ground work (i.e. sworn testimony and notes) done by our predecessors and the report presented by the Police Department; interviews with city officials, fire and police officers and other representatives of city government including the Mayor, present that evening; the viewing of all available films taken; monitoring of the complete police and fire tapes; interviews with persons not involved with city government present that night; trips to the areas involved; review of all city records available and numerous other investigatory processes. Hundreds of hours of individual time were put in by jury members to ensure as complete and honest an account of that evening as possible to ensure that the likelihood of an event such as this happening again in San Francisco would be quite small. It was our intention to present a constructive report and not one intent on pointing blame. We made a special effort to look at the events at the Elephant Walk Bar on Castro Street, a portion of that evening which no other report (e.g. police, SRI) had dealt with in any detail.

Despite our efforts, we were disappointed that the points of our report given most emphasis by reviewers were those previously made and underscored by other reports. Little note was made of the section from Castro Street and some response placed great emphasis on our status as "laymen investigators" unfamiliar with departmental operation. At the end of six months investigation, we were hardly "laymen".

We are pleased to note that some of our suggestions have been followed up on, especially by the Police Department and this should be noted in the report on that department which follows.

INTRODUCTION (continued)

JURY MAKE UP AND SELECTION

There was some difficulty with the 1979-80 Civil Grand Jury in maintaining consistent participation. From its inception it was short one member who chose not to participate due to alleged poor health and was not replaced for six months. Another member had to be replaced several months before final reports were due and yet a third stopped participating just weeks before the end of the term. With us, as with any group there were greater and lesser degrees of participation. All of these factors combined to put a large amount of pressure on the "core" jurors to fulfill their obligations. In addition to these staffing problems, it took us sometime to "learn the ropes". This is an ineffective use of time for a group given the responsibility of investigating for the citizens of San Francisco.

We feel several recommendations should be made concerning the Civil Grand Jury system. They are as follows:

1. Improved Jury Selection - Under a 1976 United States District Court decision, the San Francisco Grand Jury must be randomly selected. In the written decision, Judge Renfrew allowed that there are some difficulties inherent in a randomly selected Grand Jury. In addition, a study of other juries in counties of California similar in size and make up to San Francisco, undertaken informally by the 1979-80 San Francisco Grand Jury, seems to indicate that a combination of randomly selected, volunteer and appointed jurors would be more competent and efficient. It would be necessary to enact legislation to bring about this change, but it should be considered after further study.

During the process of jury selection, particular emphasis should be placed on the number of hours each juror should expect to invest on a weekly basis and those potential jurors who feel they cannot fully participate or show strong reluctance should be more easily excused, as their participation has been demonstrated through our experience to be questionable.

2. Improved Preparation - The amount of time necessary to get a general overview of departments, develop sources, make initial inquiries, learn legal limits and obligations and generally "feel out" the powers and responsibilities of grand jurors is inefficient considering the monumental task assigned a Grand Jury for a one year time period. A formal, intense period of preparation, consolidating and formalizing this type of information would be beneficial. An overview of most major city departments might be provided to all jurors early in the term with an introduction to the FIRM and FAMIS projects and their relationship to all the departments. General source information from previous jurors should be

INTRODUCTION (continued)

handed on to the incoming jury members to preempt starting from scratch each year.

3. IMPROVED INTERNAL STRUCTURE - Currently the Civil Grand Jury is arbitrarily divided into seventeen committees of three members each, necessitating that each member, with the exception of the Foreman and Secretary, serve on three committees and chair one. There is far too much to cover in City and County Government well with this arrangement. Perhaps this system could be restructured to allow for fewer committees. These committees could generally overview all departments and then select major issues and respond in detail to them, keeping an eye on the requirement that all departments be reviewed at least once every four years. Quality review should be of far more importance to departments than a perfunctory "report card".

4. CONTINUITY - There is a provision in the law which allows up to four jurors to be carried over into the next term (thus serve two years). This could allow a useful link between juries and should be considered seriously.

We are pleased that these issues have been discussed with Judges Merrill and Constone and action is already being taken on several of these recommendations. Two jurors from 1979-80 will be held over and general jury preparation is to be changed. It is our hope that the quality of grand jurors and grand jury service to the community will be aided by continuing in this direction.

SHORT NOTES

1. We would like the report on the Department of Social Services and its myriad employee problems to be noted and hope the 1980-81 Grand Jury follows this problem closely in cooperation with members of this Department.

2. The report on Public Health emphasizes the poor management which keeps San Francisco General Hospital, Laguna Honda Hospital and Mental Health Services operating from crisis to crisis. This report and its recommendations should be followed closely in the coming term.

3. The Waste Water Project was such a key issue that the jury felt it should be highlighted as a separate section in this report. It is extremely important to the City and County of San Francisco due to the environmental issues and enormous cost and complexity. This section of the report should be noted.

4. The City and County of San Francisco has been in a fiscal morass due to the changes in accounting systems, computerization, and the change from open ended allocation of tax monies to

INTRODUCTION (continued)

the strict ailings mandated by Proposition 13. We feel the management by objective approach to be a good step towards the correction of this and hope it will help to insure improved governmental performance and accountability.

5. The report on the Board of Supervisors makes some important recommendations which should be noted. We hope the public will reassess their stand on refusing money increases carte blanche and seriously consider increasing the salary of this group. To do less is false economy.

In closing, this has been an enlightening and educational year of service for all members of the 1979-80 San Francisco Civil Grand Jury, but we hope that it has also been an educational year for the departments involved and the Grand Jury system in San Francisco as a whole and that positive growth, changes and accountability of the City can be the result of the reports contained herein.



MAYOR

This Grand Jury was only able to meet with Mayor Dianne Feinstein twice.

We met with her in the Fall of 1979 with regard to the "White Night Riot", and in the Spring of 1980 with regard to the overwhelming fiscal concern of the upcoming year.

These concerns were addressed in the form of a question, as to what and how the Mayor's Office would deal with a projected \$100 million deficit budget?

The answer to the above question has multiple components. Two of the most important components were given approval on June 3, 1980, they are as follows:

1. The defeat of Proposition 9.
2. The passage of the Mayor's Human Services Package which included Propositions O, P, Q, R and S.

The defeat of Proposition 9 and the passage of the Mayor's Human Service Revenue Package gives San Francisco approximately \$53.7 million in which to continue existing services as they are in the current fiscal year.

Although two of the propositions on the ballot, Q and R, received a majority, they did not receive a 2/3 majority, and will be tested in Court before the Controller will certify them. The City must prove that these taxes were not special, but in fact justifiable, given the fact that the tax base for neither has been changed significantly in years.

The Mayor's Office, in a move toward cost effectiveness, is implementing the FIRM and FAMIS systems. All departments within the City Government will be involved in these systems within this Mayor's term of office.

Mayor Feinstein has required from all City Departments budget requests from 90% to 99% of the current year's funding in light of the fact that funding has to be cut across the board to maintain services.

Those departments least affected (all departments are affected in some way) will be Police, Fire and the Muni, which was fully funded as a condition of the fare increase.

MAYOR (continued)

The City and County of San Francisco has yet to feel the full impact of Proposition 13. This Grand Jury believes that with Mayor Feinstein's current fiscal management package and the support of all citizens we will be able to save jobs and services to a higher degree than if Proposition 9 had passed and the Mayor's Human Services Revenue Package had failed.

This Grand Jury specifically commends the Mayor, her staff, and all citizens of San Francisco for their efforts in maintaining the high degree of quality services the City must provide.

CONTROLLER

John C. Farrell, the Controller of the City and County of San Francisco, operates six divisions with a budget of \$19 million. An organizational chart of the office is an addendum to this report.

The Controller is responsible for departmental budget requests, departments which are awarded grants from other funding sources, departmental audits, any independant audits of the Mayor's Office, Treasurer's Audit, non-profit corporations, garages, revolving fund, and EDP System.

The budget process is a long and taxing one for the Controller's Office staff. It begins by departments presenting budgets by February 1st. These budgets are submitted to the Mayor's Office by March 1st. The Mayor makes cuts and submits a budget by April 15th to the Board of Supervisors Finance Committee. Final approval must be made by the Finance Committee and Board of Supervisors by June 1st, and it must be signed by the Mayor on or before June 30th of any fiscal year.

The Controller is involved with his staff every step of the way through the budget process.

In addition to the above responsibilities the Controller must audit any department which has a change of the top administrator.

With the implementation of the FIRM and FAMIS programs for all City departments the burden on the Controller's staff may be somewhat lightened.

The Controller's Office must provide all these needed services to the City while understaffed and in somewhat cramped quarters. There is also the problem of professional auditors

CONTROLLER (continued)

leaving for higher paying jobs in the private sector.

This Grand Jury commends Controller John C. Farrell and staff for the high degree of professionalism they bring to that office.

This Grand Jury also recommends the following:

1. Securing larger working quarters.
2. Securing of additional staff to meet needs of the office work load.
3. Increasing the rate of pay for professional staff to prevent or decrease staff turnover for private industries' higher pay.

CONTROLLER'S OFFICE ORGANIZATION CHART

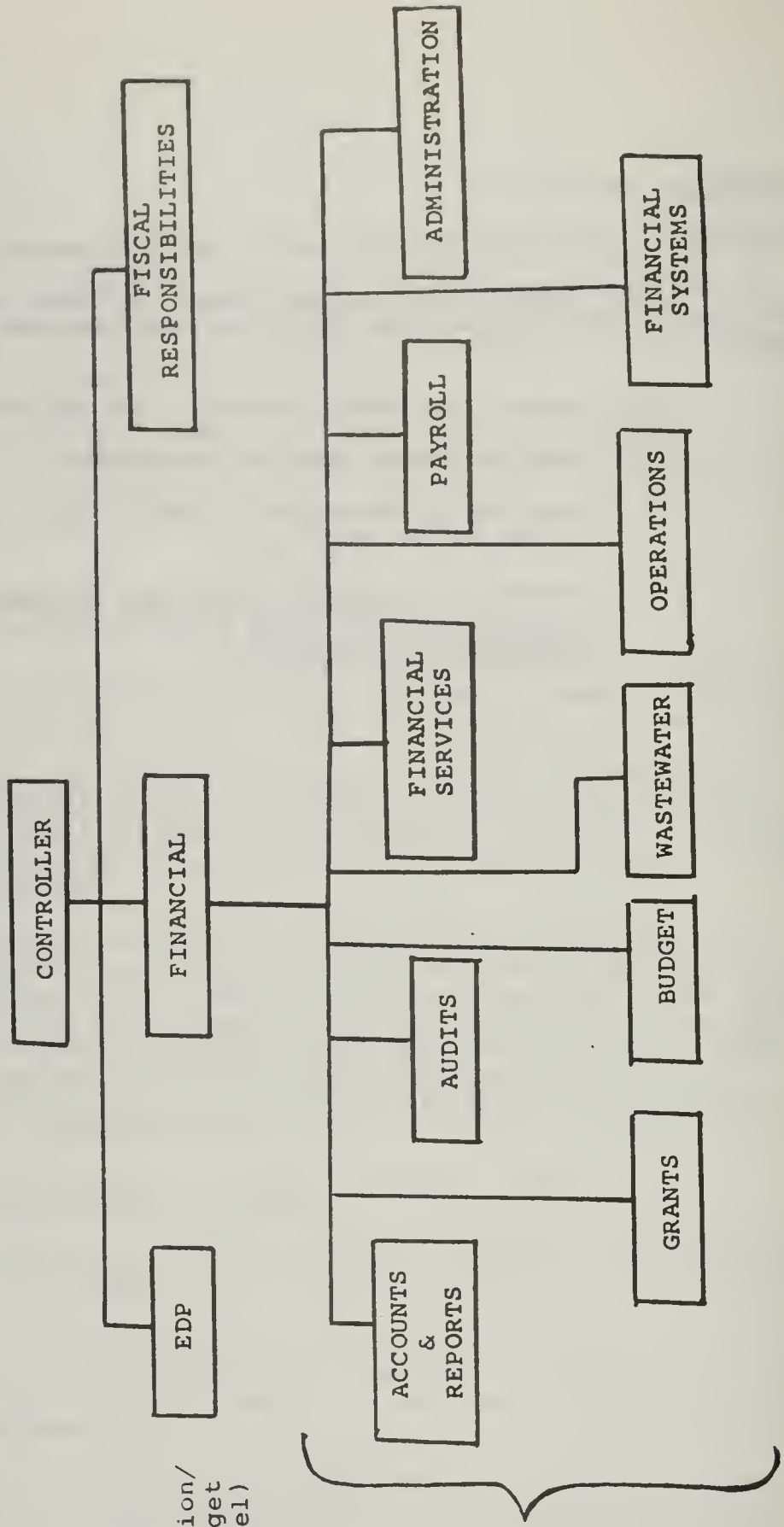
FAMIS ORGANIZATIONAL LEVEL

DEPARTMENT

DIVISION

(Appropriation/
Mayor's Budget
Display Level)

SECTION



ELECTRONIC DATA PROCESSING

The Electronic Data Processing Department (EDP) is operating under the same, if not more, tremendous handicaps that last year's Civil Grand Jury found.

EDP is still operating at 100% capacity and now that FIRM and FAMIS have been partially implemented the requests for information from the computer have increased significantly.

The physical facilities for the computer are becoming increasingly overused and crowded. The computer capacity and the staff are being taxed significantly.

This Grand Jury recommends the following:

1. That the EDP Priority Committee and the Controller immediately secure larger working space for EDP services.
2. That the EDP Priority Committee take measures to secure the space in which the EDP Center is located until a new site can be found.
3. That the EDP Priority Committee strongly consider the purchase of a new larger capacity computer which will be more cost effective than upgrading the present model.
4. That the EDP Priority Committee review current users of computer time and become more critical than it is now in accepting new requests for computer time.

This Grand Jury, as have previous grand juries, would like to commend Mr. Henry Nanjo and his staff for an excellent job in the worst of conditions for providing high quality work.

ART COMMISSION

The Art Commission under the direction of Ms. Joan Ellison is finding it difficult to continue services.

The Charter of the City and County of San Francisco has given the Art Commission the responsibility to review and approve designs of new municipal buildings, licensing of street merchants,

ART COMMISSION (continued)

and care and maintenance of public works of art. The Art Commission supervises and controls expenditures of all funds for art that adorns municipal buildings.

With these demands the Art Commission has received a request from the Mayor's Office to submit two budgets, one at 14% reduction of last year's funding and the other at 23% reduction of last year's funding.

This Grand Jury believes the Art Commission to be a viable and important part of the City and County of San Francisco.

We would recommend that the City attempt to secure some other sources of additional funding as the Art Commission is now doing.

We would also recommend, as did last year's Grand Jury, that the Board of Supervisors put more teeth in Ordinance No. 30-69, Sec. 3.13 "Appropriation for Adornment of Proposed Public Structures", so that the conflict that still exists between various departments and the Art Commission may be eliminated.

We would like to commend Ms. Joan Ellison and her staff for a job well done under difficult circumstances.

Katherine K. Christiani

James J. Gleeson

James E. Loyce, Jr., Chairman

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

As of this writing, the School Board of San Francisco Unified School District has voted to lay off 475 teachers at the end of this school year, severely reduce electives available for students in K6 through K12, shorten the school day from six to five periods, and eliminate most support personnel in the elementary schools in order to recoup \$11 million of the projected \$18 million deficit in fiscal 1981. A net decrease of approximately \$2.5 million in revenues added to a net increase of approximately \$15.6 million in expenditures has created this situation.

Though school enrollment has declined over the last few years and is expected to decline an additional 2.5% in fiscal 1981, it seemingly apparent to this Grand Jury that laying off such a large number of teachers can only have an adverse effect, psychologically and otherwise, upon teachers and students and the educational environment in general in the City.

Decreased enrollments which in the past have closed many school facilities and have saved large amounts of money are not expected to have the same effect in 1981. There are 125 Elementary, Middle and High school buildings as well as Bilingual, Special Education, and Children Center buildings in the School District at present.

Deficits are also being projected for the Child Development Fund, Development Centers for Handicapped Minors Fund, and County School Service Fund.

Despite the dark financial picture, the School District and Dr. Alioto can look with pride at certain aspects of the job the District is doing. In particular, the schools are doing fine work in absorbing and educating the large influx of New Americans into the City, and, under the direction of Mr. Zach Taylor, the district has been developing much needed minimum competency levels for students and the exams necessary to determine those levels.

Unlike most other areas of the country, the Bay Area has been absorbing a large number of New Americans of quite diverse ethnic origins. Therefore the District has set up bilingual education courses in four languages. These are Chinese, Tagalog, Spanish, and Vietnamese. In addition there are High School Newcomer Centers for adults from those ethnic groups.

Too often, and too often with merit, the schools have been accused of graduating young people with diplomas who haven't the ability to read the back of a cereal box. Now, however,

SAN FRANCISCO UNIFIED SCHOOL DISTRICT (continued)

Mr. Taylor has been involving some of the District's best teachers, by utilizing their experience and knowledge, in creating minimum competency levels and the tests to determine those levels upon which promotion to the next grade is decided.

These tests are to be administered in the third, fifth, and eighth grades. This is the third year the tests will be given to third graders and the first year to eighth graders.

The tests are given the first time in February. Those students who fail are given tutoring in their problem areas. They are then given a second chance to pass in May. If they fail that, they are given more tutoring and another chance in summer school. If they fail the third time, they are then held back in their grade level. High School students will first be given the tests in the eighth grade, and if they fail, will be tested again every year until they pass. Approximately 1% of the students tested must repeat the year's work.

Though these tests measure the barest minimum of competency, they are an important beginning. And, as Mr. Taylor has pointed out, the third grade level tests have already been made more difficult since their first year. These tests are created by the district to reflect the District's needs rather than having been purchased from national testing corporations in New Jersey or Iowa.

Also of value is the parent's guide given to parents of children who fail the test the first time. These guides involve parents in their children's education by giving tips on tutoring and ways to make reading and studying more appealing and rewarding to their children.

This has been a difficult year for Dr. Alioto and the School District. Financial uncertainty has lead to layoffs, strikes, and all kinds of community pressure and frustration. But if we all remember that, though fairness and justness are absolutely essential, schools do not exist to provide employment for college graduates with teaching or administrative credentials, nor are they rostrums for community politicking, but are rather places for our children to learn, then even the most difficult problems may be approached with an open mind, and solved.

COMMUNITY COLLEGE DISTRICT

The two divisions of the San Francisco Community College District, headed by Mr. Herbert Sussman, continue the tradition established more than 120 years ago of providing free post-secondary and continuing education to all adults 18 years and older.

COMMUNITY COLLEGE DISTRICT (continued)

The City College of San Francisco division, located at Ocean and Phelan Avenues, offers many occupational education courses leading to an Associate Degree, as well as the first two years of academic college courses for those students wishing to continue their education at a four year college. Approximately 50% of the students transfer to a four year school while the other 50% pursue career programs.

The Community College Centers division is housed in eight school buildings leased from the Unified School District as well as in about 150 other locations throughout the city. The Centers serve the community by offering a wide range of non-credit courses. Vocational education and English as a Second Language (ESL) courses are particularly emphasized. Between 30% and 40% of those attending the Centers participate in ESL classes. The Centers also offer programs for such diverse groups as the handicapped, senior citizens, New Americans, and the incarcerated.

The Jury commends the Community College District for offering such important educational opportunities to our community. With such a large influx of New Americans into our city, it is important that they as well as all our other citizens have the chance to better their lives and become self-reliant, active members of society through the possibilities that education opens up for everyone. And while many school districts are facing decreasing enrollments because of the shrinking number of younger people, the convenience and accessibility of classes in the numerous locations in the city's neighborhoods and the diverse programs aimed at the various groups in the City have kept enrollment constant in the Community College District.

Since Proposition 13 the District has faced the same reduction of funds as other governmental agencies and will continue to be forced to reduce some services. Proposition 13 has effectively wiped out the ability of the District's Governing Board to raise its own revenues through its autonomous local property taxing power. It is therefore dependent solely upon the state legislature's generosity and competes with everyone else for a slice of the same shrinking pie. Because of this situation, the District has lost its ability to plan its own financial future. This must, of course, cause low morale for students and the large part-time instructional staff in particular since their re-hiring may take place at the very last minute - if at all.

Theodore T. Taheny

Alan B. Wexler, Chairman

FIRE DEPARTMENT

In meeting with Chief Casper his main concern is an anticipated budget cut. We emphasized the effectiveness of firehouses in communities. There was emphasis on the many programs carried on by the Fire Department that nobody ever hears about because of low publicity that the Fire Department gets. Chief Casper has stated that the Fire Department is in critical need of helicopters and can use as many as it can possibly get. Without helicopters the department would be handicapped in case of emergency.

RECOMMENDATIONS:

We wholeheartedly recommend that Chief Casper receive at least four helicopters.

In touring the Central Fire Alarm Station, which is located on Turk Street, we found that the equipment is very modern and in operation 24 hours a day. It is a model for fire alarm systems all over the world.

In our visit to the California Street Firehouse there were numerous repairs and paint jobs needed, including jammed doors that had been inoperable for months, and dingy walls that needed some paint. We want to emphasize that working conditions improve employee morale.

In touring the Firehouse and Fire Boat Phoenix on the pier we were very impressed with how well equipped the fire boat was and how efficiently the crew performed every day operations. The fire boat responds to all distress calls on the piers.

We wish to extend our thanks and appreciation to the crew at the California Street firehouse and also the crew of the Fire Boat Phoenix on the pier for the tour.

The Fire Department performs various special non-emergency services but does not recover the full cost of performing these services. Charging full cost would result in increased revenue of approximately \$475,000 in the fiscal year.

EMERGENCY SERVICES

The City department responsible for the preparation, coordination and implementation of San Francisco's emergency plans and activities is the Mayor's Office of Emergency Services. The responsibility for the direction of Emergency Service in time of disaster lies with the Mayor, who is assisted by the Chief

EMERGENCY SERVICES (continued)

Administrative Officer and Director of the Office of Emergency Services.

Philip Day Jr., who is presently Director of Emergency Services, emphasized that he was authorized to employ six people but only five were on the payroll. He has four emergency vehicles including: one van, two sedans, and one communications van. His office is funded at 1/2 of the budget for the previous year.

Mr. Day stated that top priority for the year is Disaster Operations which had a trial on April 18, 1980 with simulated emergency evacuations at Golden Gate Park and Moscone Park. They included the American Red Cross, Hamilton Air Force Base, schools, hospitals and other designated emergency services in the City. We observed the simulated emergency evacuations that were held at Central Fire Alarm on Turk Street and at "Big Rec." in Golden Gate Park. These drills consisted of medical evacuations by helicopters provided by Hamilton Air Force Base and the Red Cross. Moscone Park was a scene of emergency evacuations.

The key emergency communications components in San Francisco are: Central Radio Station, Central Fire Alarm, Police Communications Bureau, San Francisco Hospital Conference Net, Emergency Services, Mobile Communications Center and the "911" Emergency Telephone Number.

There have been four supplemental packages produced by the Office of Emergency Services and endorsed by the Mayor, totaling approximately \$200,000.

1. Police Ringing System - Updating for this 80 Year Old System (\$29,000) Approved.
2. Funds for emergency literature on earthquakes, fire radios and pagers, and the upkeep of the Communications Van. (\$17,000) Approved.
3. E.O.C. (Emergency Operation Communications). Basically radios. (\$76,000) Approved.
4. Modifying Central Alarm System with additional radios (\$80,000) Not approved as yet, but expected to be approved without complications.

EMERGENCY SERVICES (continued)

RECOMMENDATION:

Mr. Day fill all the positions available to him.

AIRPORTS COMMISSION

Due to a shortage of personnel and time, the Grand Jury was unable to fully investigate this department.

In our visit to the Airports Commission, we found that there were no real financial needs and that the main goal was to be "The Best Airport in the Country".

We find that the Airports Commission is self sufficient and self supporting.

Emmie L. Bryant

Janice M. Plattner

Gail M. Dunn, Chairman

POLICE DEPARTMENT

Soon after this Civil Grand Jury issued its special report on the civil disturbances which took place in San Francisco on May 21, 1979, a new police chief took office. The committee charged with investigating the Police Department decided that it could not make a fair inquiry into the overall operation of the Department until the new chief had an opportunity to implement his own administrative and policy changes. We believed that it would take at least six months before the new chief would be well settled into the job, which period would expire shortly before the expiration of this jury's own term. As a result, we had not delved into daily operation of the department in this report, and we encourage our successors on the Civil Grand Jury to begin their work with an examination of the administrative and policy changes that have taken effect as a result of the changeover in top management within the department.

Although the Police Committee wanted to allow the new chief time to adjust to the new job and begin making his own policy changes, we were concerned that the recommendations of the special report be followed up to insure that they were being considered and implemented. We are pleased to report that most of the recommendations the Grand Jury made in its special report are being acted upon by the Police Department and/or the Police Commission. We hope that the succeeding Grand Jury and other interested citizens will monitor the final implementation of the recommendations.

The status of the special report recommendations is as follows:

1. The Grand Jury recommended improvement in the Department's intelligence operations to insure that information about the City's significant communities and interest groups reaches top police personnel. We have followed up this recommendation with the Chief, who indicated that he will be reviewing procedures to insure that intelligence information is reaching headquarters.

2. A draft plan for a re-instituted community relations program has been circulated in the Department. Final action on the plan cannot be taken until the Department receives definite word on its budget allocation for the coming fiscal year. The scope of the program will depend on the level of funding available. In the meantime, community relations functions at the station level continue. The Grand Jury considers the community relations program to be vital to the Department's effective operation and strongly urges the Mayor and the Board of Supervisors to insure that sufficient funds are available to implement an effective program.

POLICE DEPARTMENT (continued)

3. Relations between the Police Department and the City's gay community are still somewhat strained. We recommend that as part of the community relations program a liaison person be appointed from the Department to the gay community; we also recommend that a gay police officer be considered for such a position.

4. The Jury recommends that the Department make every effort to insure that sworn gay and lesbian personnel are able to be open about their sexual orientation. The Grand Jury would consider the recent efforts to recruit gays and lesbians for police work to be a failure if the newly recruited gay officers are forced to remain closeted. The Jury believes the Department's relations with the gay community will improve substantially as the community sees openly gay and lesbian people serving as police officers.

5. We are informed that police station personnel are being given refresher training in crowd and riot control procedures on a quarterly basis. The Department is working with the City's Office of Emergency Services to insure that police can respond effectively in the event of a future emergency.

6. The Department has applied for funds to purchase up-to-date gas masks. One of the formerly inoperative communications vans has been put back into working order and is now being used and maintained by the Tactical Division. Other purchases of new equipment will be dependent on available funding.

7. Top police management personnel now have beeper paging devices so that they can be located easily in an emergency. Telephone tree communication systems have been set up in the stations in order to locate off-duty personnel, and a plan has been set up to broadcast calls for personnel to report for emergency duty over commercial radio stations. Assembly points for personnel residing outside the City are being designated and plans are being made to ferry or airlift personnel in case roads and bridges are impassable.

8. The Chief believes that there has been an improvement in communication between the Police and Sheriff's Departments. There is management communication between the two departments. The Chief will be meeting with the Sheriff to clear up jurisdictional problems concerning the security and protection of City Hall. The Chief also informed the Jury that the Department is now attempting to co-ordinate efforts with the Fire Department to insure that firefighters receive the necessary police assistance when required.

9. The Department is beginning to implement the Jury's recommendation that police uniforms bear cloth badges which cannot be removed, thereby assuring identification of police officers. The first stage has been to apply cloth badges to the jump suits

POLICE DEPARTMENT (continued)

worn by Tactical Division personnel in crowd control situations. Further implementation is currently hampered by budget considerations, since the cloth badges have to be individually sewn and are relatively expensive. We urge the Mayor and Supervisors in the strongest possible terms to insure that funds are available to carry out this program. We also recommend that less expensive alternatives be explored, such as stencilling identification to garments.

10. We are assured both by the Chief and by the President of the Police Commission that they are moving to change the lines of authority between the Chief and the Internal Affairs Bureau to insure that complaints filed against police personnel cannot be covered up by the Chief.

11. We do not detect any meaningful progress on our earlier recommendation that the penalty for police officers found guilty of brutalizing citizens be dismissal from the police force. Naturally, the Jury would not countenance the application of such a severe penalty merely as the result of a complaint. However, if charges of brutality are sustained against an officer following a full-fledged investigation and a hearing before the Police Commission, we believe San Franciscans are entitled to know that brutal officers will not simply be suspended for a few weeks without pay and then reinstated. We want the citizens of San Francisco to be sure that there is not and never will be a place on their police force for officers who abuse those whom they are supposed to serve.

12. We are informed by the Chief that funds have been obtained to augment the motorcycle and mounted divisions, in accordance with our earlier recommendations.

13. The Chief has informed us that the Department is trying to develop ways of better co-ordinating efforts with civilian monitors at community events and parades. The Chief specifically indicated that he is in favor of using community monitors on such occasions.

We wish to thank everyone who met with the Police Committee, particularly Chief Murphy and Police Commission President Sanchez. We are gratified that action has been taken on many of our recommendations and contemplated on others. We entrust to the next Grand Jury and to the concerned citizens of San Francisco the responsibility of following up on the recommendation left to be implemented. We believe that the Police Department does wish to develop better relations with the City's diverse communities and wants to improve its ability to serve the City in times of emergency.

POLICE DEPARTMENT (continued)

We hope that both these goals will be realized through improved communication with interested citizens and the watchful oversight of the Grand Jury.

Gail M. Dunn

Janice M. Plattner

Samuel R. Montague, Chairman

BOARD OF PERMIT APPEALS

The Grand Jury Committee met with Philip Siggins, the Executive Director of the Board of Permit Appeals. He has been the Executive Director for twelve years. His office consists of three persons: himself, a clerical worker and a CETA worker. His job is to assist people who have been refused or denied permits and to help them appeal to the Board. There is now more cooperation from other departments once the Board has ok'd the permits.

RECOMMENDATIONS:

The office still has a critical acoustical problem which creates difficult working conditions. They are still in need of filing cabinets to keep records presently kept in Bekins' boxes. This is the final year after years of service for Mr. Siggins as Executive Director of the Board of Permit Appeals and for Mrs. Mattox as the Director's secretary; they will both be in other departments as of June 30th.

PUBLIC LIBRARY

On March 12, 1980, the Library Committee of the Grand Jury met with Mr. John Frantz, City Librarian, Mr. William Ramirez, Chief of Main Library, and Karen Scannell, Chief of the Branches. The information we received shows that the Library receives an amount of money appropriated by the Board of Supervisors from which to work. The money is then divided among one Main Library, 26 Branch Libraries, numerous services, and maintenance of books and property. The Library has approximately 240 full-time Civil Service employees, 150 part-time employees and 87 CETA workers. Currently with so few employees, the Main Library is open 63 hours a week, Monday thru Saturday, and three evenings. Only the larger departments such as, Art/Music, History, Literature, Science, and Registration/Circulations, stay open for the full schedule. Other departments, the Childrens Room, the San Francisco History Room and Special Collections are only open 30-45 hours a week, depending on staffing. Of the 26 Branch Libraries six stay open a total of 51 hours a week.

These six are spread evenly across the City, distributing equal time to all main districts. Seventeen, such as Eureka Valley, Park, and Western Addition stay open an average of 34 hours a week. The other three are the exception to the above average; Merced staying open 45 hours a week and Ingleside and Ocean View open 22 hours a week. We must also include the Mediamobile with a circulation of

PUBLIC LIBRARY (continued)

5,464 and the jail service with a circulation of 62,098. One of the overlooked departments of the Library is Technical Services. Its main concern is cataloging and maintaining books. The Library is using a computer system which keeps track of their books and cataloging in a more efficient manner. Another concern is the availability of storage space, which is inadequate.

WAR MEMORIAL

On March 26, 1980, our Committee met with George Matson, Director of Performing Arts. George Matson's main function is to find tenants to rent out the facilities. The Director manages the following: The War Memorial, Herbst Theatre, Green Room, Museum of Modern Art, the Opera House, and the Veterans Building. In the future the Louise M. Davies Concert Hall will also be under the Director's authority. Of the above, some bring revenues into the General Fund. These include the Green Room, Herbst Theatre, and the Opera House. In the future the Louise M. Davies Concert Hall will bring in more revenue to the City's General Fund.

These types of facilities have certain problems that others do not. The hours during which the facilities are open range from 8:00 A.M. to 12:00 P.M. This requires two shifts, plus weekend performances. This means people working Tuesday-Saturday type shifts, with only 38 full-time employees. Mr. Matson finds this a task. With the new Hall Mr. Matson feels he will need more personnel to maintain the additional building. Our Committee agrees that the already understaffed personnel should not be overworked. With the Louise M. Davies Concert Hall, George Matson hopes to have a total of 900 performances between the Opera House and the Concert Hall. Nine hundred performances would be a great task and bring in a good revenue to the City.

The Grand Jury wishes George Matson, who just came to us from San Diego and was appointed on March 6th, the best of luck.

PORT COMMISSION

On February 29, 1980, the Civil Grand Jury's Port Committee met with Edward L. David, Port Director. He was appointed in October 1978 by Mayor George Moscone after being with the Port of San Francisco for twenty years. Cooperation between the Mayor's Office and the Port Director's Office is helping in the improvement of the San Francisco Port and waterfront. Currently, they have

PORT COMMISSION (continued)

six container facilities and have plans for expansion and modification. Their present income consists of \$9 million from the maritime industry and \$9 million from property rentals, which run along the waterfront. In addition, they receive \$200,000 from parking meters.

The Charter is written such that no monies may go to the General Fund and that they must be self-supporting. The Port appears to have plenty of money from which to appropriate, but the \$18 million is misleading. The Port is still paying State Bonds that go back to the early 1900's when the State was running the Port. In talking with Mr. David, his recommendation was that he would like to see a combined Airport and Port Commission with Oakland and other Bay Area airports and ports included under one administration.

Donald A. Bartunek

Peter Shao

Janice M. Plattner, Chairman

MUNICIPAL RAILWAY

This year the 1979-1980 Civil Grand Jury met with the San Francisco Muni. We spoke with chairmen of various committees. George Duarte is the head of maintenance. He is in charge of buildings and daily maintenance related to buildings and railways; for example, making sure the cable cars run every day. This year's budget has been set up to renovate the system. Unfortunately, they have a limited amount of workers. Yes, they have managed to pick up a plumber, a painter and a few carpenters, yet the major jobs take priority over a rehabilitation of the entire system. We should be grateful though that we even have a public maintenance department, for five years ago, there was none.

At the time of our meeting with the Muni, Rino Bei was in charge of acquiring new equipment. This position, however, is not a permanent part of Muni. He is in charge of going out to find grants to operate the system. All of his men, space, and equipment is paid out of the money from the grants. This department is not affected at all by Proposition 13. It operates on a lease-purchase arrangement.

Rob Bartholomew is in charge of operations. His three major departments are Training, Scheduling and Transportation. Perhaps one of the most important jobs in the Muni is to insure proper training of our drivers, and efficient scheduling to keep things flowing smoothly. Many complaints are received over the shortage of buses on certain lines. This area should be further investigated.

The Public Service Director is Robert Rockwell. Anything of interest to the public is his job; for example, line changes, conversions, new lines and advertising; he then informs the public. He has a \$160,000.00 budget. He receives the majority of the complaints or compliments over the phone. For this reason, he works very closely with the telephone company. Mr. Rockwell's department aids foreign visitors referred by the State Department along with students and graduates investigating the services.

One big and important change at Muni was a fare increase. After much opposition by the people and certain members of the Board of Supervisors, there was finally a vote approving the fare increase of 25¢, changing the fare to 50¢. With the price of fuel and reduction in City financing, the fare increase seems to help with revenue. Costs must be covered, such as Muni Metro that cost \$20 million, the desperately needed total rehabilitation of the cable car system, (\$55 million is an estimate of the cost of repairs), and, of course, the rising cost of fuel.

MUNICIPAL RAILWAY (continued)

Some action has to be taken in order to keep, rehabilitate and improve our Muni. This action is almost impossible with a lack of funds, and occasional outside interference.

At present, we recommend that the 1980-81 Civil Grand Jury, further investigate the sudden hiring and firing, and constant shifting of employees.

Our main concerns and goals are to have our Muni well maintained, and equipped; to have our drivers properly trained, and the public well informed, all this to the benefit of the 150,000 passengers that ride our public transportation each day.

SAN FRANCISCO WATER DEPARTMENT

The 1979-1980 Civil Grand Jury visited with Eugene Kelleher, General Manager of the San Francisco Water Department. We found that there is much concern regarding an emergency back-up system for earthquakes. At the present time, the San Francisco Water Department is training people for earthquake preparedness. Besides having an emergency manual, and training of personnel, there is installation of valves along main areas of breaks (especially in filled areas). There is an emergency drain system if reservoirs should crack. Emergency tanks would deliver drinking and cooking water to consumers. There is much concern towards this type of an emergency, and the City can feel assured that the necessary steps are being taken to find more efficient methods. At present, an emergency brochure for the public is being prepared.

The San Francisco Water Department is a "nonprofit" agency. Any profit that is made, goes back into capital to replace, repair, and maintain the system. All City agencies receive their water free. In return the Water Department does not contribute to the General Fund. It also is self-supporting and therefore takes no money from the General Fund.

Action has also been taken to counteract the threat of vandalism and those who would wish to pollute any reservoir. The water department is aiming for a foolproof system. However, if anyone were to break into a reservoir, the efficiency of the system would have to be reassessed.

The area of cut-back due to Proposition 13 is very small. The reason being, that if a valve or main should break, it cannot go unattended.

The Harvey Rose Report is presented each year. Mr. Kelleher

SAN FRANCISCO WATER DEPARTMENT (continued)

of the Water Department suggested that Harvey Rose looks into things that are perhaps more spectacular than realistic. For example, Mr. Rose said, Areas are overgrown with trees on rights of way. His figures look good, but are often misleading. We would like to recommend that all first drafts of Harvey Rose's report go to the Water Department first, rather than the last one which got to the press first.

We would also like to recommend that:

- 1) emergency procedure brochures be mailed to people along with their billing;
- 2) that the department receive funding for the replacement of old chlorinators and install an alarm system on chlorinators to detect excess chlorine, and
- 3) the Water Department receive the \$2500 needed for travel and educational purposes.

Emmie L. Bryant

Katherine Cristiani

Marsha M. Crociani, Chairman

CITY PLANNING

The Grand Jury visited Mr. Rai Okamoto, the Planning Director.

The Department of City Planning prepares, and the City Planning Commission adopts the Comprehensive Plan (Master Plan) of the City and County of San Francisco.

Due to Proposition 13, the department had limitations. These limitations forced a shift in work program priorities to provide maximum support for short term planning and zoning activities such as permit processing, variances and environmental review.

This year saw the final adoption of the City Planning code text and Map Revisions affecting all residential properties in the City, the culmination of five years of department study to regulate residential growth and achieve both preservation and constructive change.

One problem that was discussed was the obsolete phone system presently used by the department. The telephone company experts indicate that these problems can be mitigated by replacing the present system and that short-run costs will be quickly recovered.

RECOMMENDATION:

That the City Planning Commission's telephone system be modernized and replaced.

PARKING AUTHORITY

The Parking Committee of the Civil Grand Jury met with Mrs. Margaret L. Brady (Director). Mrs. Brady's staff is composed of three members, including herself.

The Parking Authority grosses three million dollars annually from revenues collected from parking meters and from leases on City parking facilities.

By law the money collected must be used for parking problems. One and a half million dollars of these revenues are used for the maintenance and upkeep of the present parking facilities. The remaining \$1.5 million goes to the General Fund for general problems.

PARKING AUTHORITY (continued)

The Grand Jury commends Mrs. Brady for paying other City agencies for services, instead of paying private enterprise or expanding the Parking Authority.

As for any parking problem that might arise from the new performing Arts Center, as soon as San Francisco's bond rating is up-graded, there will be a six-hundred stall garage built near the complex.

There is a proposed off-street parking facility of seven-hundred and sixty stalls for the George Moscone Convention Center.

The Grand Jury feels that this department should be untouched and left as a separate entity from the other departments, and should not be part of the proposed general transportation authority.

RECREATION AND PARK DEPARTMENT

The Grand Jury met with Thomas Malloy, General Manager of the Recreation and Park Department. There are many areas of concern for the department, such as maintenance of the Yacht Harbor, the Zoo, Candlestick Park, golf courses, swimming pools, and the parks in general.

The Recreation and Park Department has done a wonderful job of reaching each community. They have built numerous new parks across the City, some of which are hill-top parks. One of these is the park at Hunters Point. There they have a sun dial, around which are drawings done by children at the near-by school. We felt that activities like this make for better community relations for the entire City.

Another area that the Recreation and Park Department has devoted time to are senior citizens needs. They have built a par-course specially designed for seniors, located in Golden Gate Park. Also, a senior center is presently being worked on in the old Police Academy on Fulton Street.

Mr. Malloy has been able to work with private concerns such as Macy's, which are out-side of City government, to help the community. Macy's employees cleaned up Union Square on their free time. Mr. Malloy says there are other projects being planned with other companies.

The Zoo, too is changing. Due to a \$2 million grant from the Federal Government, San Francisco will have one of the

RECREATION AND PARK DEPARTMENT (continued)

biggest and best gorilla exhibits in the nation. The grant came unexpectedly, and San Francisco is deeply grateful for the money to fix up the Zoo.

Project FIRM which has been underway for some time now is going fine for both the department and the FIRM people. In fact the PROJECT FIRM people were extremely pleased with the Recreation and Park Department's cooperation.

In our tour of the Park and other areas we were quite pleased how well the workers at the nursery kept everything in such fine shape. The Park nursery is widely known as one of the finest in the nation.

The Recreation and Park Department has also been noted for cutting back in personnel to save money.

Phyllis M. Schaumburg

Alan B. Wexler

Donald A. Bartunek, Chairman

COMMISSION ON THE AGING

In 1978, Mr. Glenn McKibben was recruited by the late Mayor George Moscone from a faculty post at Syracuse University where Mr. McKibben directed gerontology studies. He is a past president of the New York Association of Gerontological Educators and is President of the California Association of Area Agencies on Aging.

At the time of Mr. McKibben's appointment, the Commission on the Aging (COA) was completely reorganized, and the State has noted steady improvement in performance since that time.

He directs a full-time staff of 22, including 9 professionals assigned to work at private agency facilities, and 18 part-time employees including several seniors.

The COA contracts with private agencies for a vast array of services to the aged. It serves as a focal point to coordinate these services and thus maintains centralized planning.

The COA recently adopted a \$4 million budget which includes funds to serve more than 1 million free and low-cost meals to the elderly at 39 locations in the City. Since meals must be ethnic, there are also kosher kitchens, etc.

There are also 47 senior centers which provide an incredible range of activities, from card games and dancing to Americanization and English, home repairs, health care, self-defense and gardening, as well as congregate meals and Meals on Wheels.

A beautiful new senior center has been opened at the old Police Academy building on Fulton Street on the edge of Golden Gate Park. This facility is adjacent to a specially designed physical fitness "par course" for cardiac patients. The building was refurbished by a bequest from a private citizen whose later years were so much enhanced by senior centers. No public money was used in this project.

There has been a great deal of criticism regarding the COA's bookkeeping, but there are no "true" discrepancies or shortages. There is confusion since it is impossible to put all service contracts on a July/June fiscal yearly funding schedule because money for the programs comes from different sources, each with a different fiscal year date. This creates a great amount of confusion in the Controller's Office, and provides a good deal of encouragement to those agencies who would like to gain control of those funds. It has been suggested that the Board of Supervisors

COMMISSION ON THE AGING (continued)

approve each and every contract; but we feel that this long process would result in the serious decline of the services now provided.

The COA issues Gold Cards which provide merchant discounts to seniors. At present, there are 145,000 Gold Cards in use, which covers 22% of San Francisco's population.

The COA is basically an information-and-referral agency with 24-hour phone service, which handles about 50,000 calls per year.

Since Mr. McKibben has been the Executive Director, the COA's budget has tripled, but only two people have been added to the staff. The COA needs to be able to train people in finance and budget instead of turning this function over to Budget Analyst Harvey Rose. The COA also needs another Accounting Clerk and a Senior Accountant, these positions being recommended by the State. A new Secretary is also needed as this position has been vacant since September, 1979.

Since the 1978 reorganization, the San Francisco Commission on the Aging has become a model nationally. Mr. McKibben has recently resigned his position, effective June 30, 1980. We believe the COA and the City owe him a large debt of gratitude for his fine work.

WE RECOMMEND:

1. That the COA retain control of funding and expenditure for services.
2. That an Accounting Clerk, a Senior Accountant be added and the vacant secretarial position be filled.
3. That a training program be developed for or by the COA in the fields of finance and budget.

DEPARTMENT OF SOCIAL SERVICES

General Manager Edwin Sarsfield has been with the Department of Social Services (DSS) since December of 1975.

The new building at 170 Otis Street is large, modern and well-designed, and has been occupied since 1978. The building houses the Aid to Families With Dependent Children (AFDC), all

DEPARTMENT OF SOCIAL SERVICES (continued)

services programs, the larger parts of Fiscal, Audit, and Administration and top management. Medical operations are at 150 Otis Street, and General Assistance intake and carrying are at 1680 Mission.

Many other City and County departments are dreadfully crowded for space, but such is not the case with the DSS.

In spite of two years' occupancy, the building has the distinct odor of raw concrete, and there is a noticeable cement dust in the air and on window sills. This must certainly be a discomfort to the occupants if not an outright hazard to health.

Many DSS objectives for this year have been met, but they need better analysis for coming trends, particularly in the current refugee programs. Refugee assistance and support come from Federal monies, but all the paper work is handled by the DSS, and it is voluminous.

DSS funds have held up well in spite of Proposition 13, since the bulk of the DSS money is Federal funding. In a budget of \$138 million, just \$22 million is local funding.

Currently, the DSS has 1,657 employees. Should a drastic reduction of personnel be required at some future point, we would hope that the bulk of the reductions would be within the administrative area; the Department appears to be top-heavy - too many chiefs, not enough Indians. There appears to be a trend among City workers toward "upward grade float" - the presence of more and more employees in high positions, and fewer and fewer in the lower-graded support areas.

Mr. Sarsfield is justly proud of the program designed for certain employees to earn Master's Degrees in Psychology, one specializing in Family Reunification, and one in Marriage, Family and Child Counseling. These programs are funded by a private grant with the cooperation of the University of San Francisco. However, there are three problems resulting from this excellent program: (1) the graduates of this program are qualified for positions which are already filled, and are thus returned to their original jobs which are often unrewarding and menial, under supervisors with greatly less training and/or education; (2) since their training is of value chiefly to a public agency, the only way they can practice in their new field is to quit the San Francisco DSS and go to work for another county; (3) during the time they attend school, their normal work load is added to that of employees who are already working far beyond full capacity, putting in over-time, and even taking work home.

DEPARTMENT OF SOCIAL SERVICES (continued)

In the past year there has been considerable emphasis on services to children, and there are many fine accomplishments in this area: the opening of the Andrew Jackson Shelter School, the development of a 24-hour emergency social services response system for families in crisis, the organization of specific family reunification units in the Child Welfare division, and the above-mentioned Master's Degree program for staff.

The DSS is heavily involved in computerization, which is a great instrument for reducing the overwhelming amount of paper work produced by such a large department. Funding reduction increments, FIRM reports and Management by Objective results are immediately available. Word processors are used to reduce form preparation, and could prove valuable in translating forms into any language that uses the Roman alphabet. At present, bilingual workers spend many valuable hours translating forms which are all printed in English, according to California State Law.

The scope of the DSS is too vast for complete coverage in this report, and we recommend careful reading of the DSS Annual Report for more complete information.

Mr. Sarsfield stated that morale is "generally quite good", in spite of the fact that it is not unusual for half of the employees to appear on an "exception card" in any bi-weekly pay period. "Exception cards" indicate absences. Out of 1,657 employees, 828 of them are absent at some point during the 2-week period. Furthermore, there is a 57% over-all employee turn-over annually, and a 100% turn-over in the AFDC alone. These figures are absolutely shocking in a department that deals with human suffering. Obviously, there is a great deal of suffering among the employees, and top management must bend every effort toward identifying and correcting the problems and establishing better communications. We heard all the "war stories", and considering the incredible turn-over figures, we must give them a good measure of credence.

The DSS does its own hiring; but when a problem arises with an employee, the "firing" process is handled by Civil Service, and not the DSS. The Civil Service procedure involving DSS employees is a few cuts below a kangaroo court in which the Napoleonic system of law is invoked, and the employee has no defense unless he can afford to hire a lawyer after having been fired.

It is our impression that employees are promoted by cronyism, sexism and favoritism. Supervisors are allowed to commend and condemn by whim. Workers are pitted against each other, and the resulting anger and resentment are thrust upon the innocent client. Workers are intimidated by their supervisors who will

DEPARTMENT OF SOCIAL SERVICES (continued)

promote their favorites rather than reward good performance, which simply doesn't count. Sloppy work is not challenged, errors are ignored, while diligent extra work goes unrewarded except with more work. Several bilingual workers with many years of good work behind them have been fired, one reason being that suddenly their use of English isn't good enough.

The current case-load is 200. In Marin County it's 80; in Alameda, 160; Santa Clara and Solano, 120. San Francisco case workers, carrying the heaviest case loads, are obliged to do intake procedures, and to perform the duties of Social Workers who feel that they are "far too busy with papers to be bothered with people". Case workers must also do Special Investigative Unit work because that unit is "more interested in the big frauds to bother with the little ones" which are chiefly innocent indiscretions rather than genuine frauds. It thus develops that Unit clerks must often perform as case-workers - everyone doing work beyond their training and salary.

Another problem stems from unwritten rules and policies, such as the requirement for clients' Social Security numbers. This requirement is not spelled out in handbooks (instruction manuals), but it is a "policy" requirement, and omission of the Social Security number can result in an "error" against the employee who does not obtain it from the client.

While the DSS does an incredibly good job of providing service to the public, Top Management must begin to care for its own employees. Unfortunately, Mr. Sarsfield is pictured as an elitist who cares nothing about any employee below the rank of Social Worker, albeit as a fine leader who needs to get his hands dirty once in a while.

WE RECOMMEND:

1. If the DSS continues to do its own hiring and to use Civil Service procedure for dismissals, these employees should have access to the same Civil Service procedures which are available to all other civil servants. This would insure due process for DSS employees.
2. That a building engineer or OSHA inspect the premises at 170 Otis Street to determine the cause and cure for the cement dust problem, which might be alleviated by sealing, or which might be the result of the building "working", i.e. insufficient steel in ratio to concrete. Improvement or replacement of the air conditioning/filter system might also ease the situation.

DEPARTMENT OF SOCIAL SERVICES (continued)

3. Should top management find themselves unable to deal with the extravagantly low morale, a private management consultant should be brought in and given a free hand in identifying the problems.
4. Since Civil Service does not believe in engaging in education for employees, Mr. Sarsfield might pursue private funding to provide for raising the skills of lower echelon employees, such as business courses for a Senior or Transcription Typist to learn basic business English, short-hand and stenographic skills. Supervisors should receive managerial training. A positive Work Improvement Program should be established.
5. The departmental hand-books should be re-written to include all unwritten "policies".
6. Computers should be utilized to reduce the paper burden on the Social Workers so they can function with clients instead of abdicating this most valuable service to the case workers. Social Workers are educated to deal with people, and that is what they should be doing.
7. The DSS must develop objective standards for employee evaluation which should be applied to all workers including top management, as required by the City Charter.

HUMAN RIGHTS COMMISSION

On April 16, 1980, the Grand Jury Committee met with Mr. Grant Mickens, Director of the Human Rights Commission (HRC).

The major work of the HRC is establishing guidelines and criteria for affirmative action, and contract compliance by those businesses which enter into work contracts with the City and County. There is over \$700 million worth of work involved in these. The HRC looks at a firm's goals in affirmative action. They cannot establish racial or sexual quotas because this is illegal where there is no "pool" of workers. The HRC does out-reach to generate pools of workers, but this requires that the trade unions establish affirmative action for apprentices, and the unions have been slow to do this. The HRC is proposing changes in State Laws to facilitate apprenticeship rules.

HUMAN RIGHTS COMMISSION (continued)

The Gay Community has its own advocacy committee. Gay complaints are fewer now, after initial numbers of them has been resolved.

The HRC has a good working relationship with the Commission on the Status of Women (CSW). The CSW identifies issues and does advocacy work, but the HRC has the ability to subpoena, enforce, mediate, etc.

The HRC received \$380,000 ad valorem for their basic staff. They also receive fees from the larger city projects for which they do the affirmative action work. They receive .5% of a contracting firm's price. They have three people monitoring contracts at the Airport, three with the Waste Water Project, one at the Moscone Center, and they expect to add the Port Commission to this.

They recently developed The Friends of the Human Rights Commission as a means of raising additional funds for such things as office supplies.

They would like to revitalize the Fair Housing Program, and will follow-up complaints about discrimination in housing. Mr. Mickens stated that much of the effort to investigate housing problems comes from the Mayor's office. He also mentioned that Supervisor Quentin Kopp had a resolution for low-financed City bonds for housing.

Concerning job lay-off via the Seniority Rules, Mr. Mickens said that two court cases may protect minority workers. One is the Officers for Justice suit, and the other is with the Office for Revenue Sharing (ORS) in Washington. The latter stems from affirmative action complaints by Latinos in San Francisco. The ORS has the power to cut the revenue shared to San Francisco if too many minority people are fired from City projects. Without the monitoring of contracts by the HRC, San Francisco could have lost \$26 million in community development funds from the Federal Government.

The HRC would like to monitor all City and County departments for affirmative action, especially those efforts of the Public Utilities Commission. At present, many handle their own. The Waste Water Project wanted to set-up its own program; but the Commission felt that there would be a good deal of cheating without HRC monitoring, and this was resolved by an ordinance giving that function to the HRC.

For a real break-through, there is a need for women and minorities to participate in City contracts. Due to a Charter change, San Francisco is prepared to assure their participation, based on

HUMAN RIGHTS COMMISSION (continued)

their abilities. So far, much local affirmative action has been due to Federal threats, not because it is deemed necessary.

WE RECOMMEND:

1. That the contracts left by the PUC be audited and monitored by the HRC.
2. That the HRC be allowed the funds to purchase new office equipment and a large new copier. (They have a very old one, and generally borrow the machine in the office of the Commission on Aging.) They also require additional new Selectric typewriters, and a microfische reader.

COMMISSION ON THE STATUS OF WOMEN

On April 14, 1980, the undersigned members of the Civil Grand Jury met with Dr. Catherine Smallwood, Coordinator.

The commission's budget is quite small compared to other departments and compared to the accomplishments and activities of the Commission. It is funded under the Mayor's General fund from ad valorem taxes. The 1979-80 budget totalled \$82,812 "with which to change the world".

The Commission on the Status of Women (CSW) operates with great fiscal restraint; one of the best examples of this is that all the original furniture and equipment is second hand, donated new or otherwise scrounged or salvaged by the commissioners or the Friends of the CSW. Dr. Smallwood showed us a carefully drawn inventory demonstrating \$24,358.17 worth of furniture and equipment that has cost the City nothing.

The eleven commissioners work through committee structure in five major areas which include Criminal Justice/Legislation, Education and Training, Employment and Affirmative Action, Information and Resource Coordination and Publication and Community Relations.

The commission operates a "talent bank", and makes recommendations to the offices of the Mayor, the Governor and private industry regarding the placement of women in non-traditional work areas. In this activity, the Commission on the Status of Women is also protecting the rights of men who wish to work in non-traditional areas such as child care, nursing, secretarial and housekeeping jobs.

COMMISSION ON THE STATUS OF WOMEN (continued)

Having found inequalities in the school system as well as in classroom, the commission encourages male and female teachers to pursue teaching in non-traditional fields, such as women teaching auto shop and men teaching cooking. It also works to make it possible for girl students to study in non-traditional fields.

The commission encourages women to participate in the governing process. At present, only 5 out of 50 people in the upper echelons of government are women. The commission meets with various department heads to encourage affirmative action and comprehensive programs. They hold at least five meetings per year in various districts in coordination with other agencies and groups. In this manner, they get a built-in audience and little repetition of material.

At one point during the year, they join in teaching a "class" on Women's Rights at the University of San Francisco. The educators said this was the first time that any City/County agency had ever been there as an adjunct to the educational process.

They also held a seminar on Social Security rights for women, which attracted almost 300 people. They are now dealing with a local television station for a series on what a woman can expect in her dealings with the government. In June, The Commission held a conference for women in Commerce entitled "Trade Mission for Women Entrepreneurs", of which there are 53,000 in California. Less than 1% of these have secured contracts through the government. The commission brought City, County and State people together at the conference to get in touch with these women. The Governors of California, Nevada, Hawaii and Arizona had appointed women to serve as part of a symposium of women presenting position papers and oral testimony.

The CSW still works closely with the Human Rights Commission, with which they have a good relationship of cooperation with no overlapping areas. They have found there still is no good affirmative action in City and County government. The Human Rights Commission has the power of subpoena, but the CSW does not. They would like to see a Charter revision to give them that power. So far, they do only research to identify issues, educational project and advocacy. The Charter has no provisions regarding the rights of women, and the CSW feels that some statement should be included.

The Friends of the CSW is a fund-raising group which helps out to provide funds for equipment, supplies, travel to conferences and various projects. The Friends also publish "WOMENNEWS", a newspaper for women. The CSW has been applying for Federal grants with which to finance a seed project of networking in low-income communities. They would also like to open their own shelter for battered women.

COMMISSION ON THE STATUS OF WOMEN (continued)

According to the California State CSW, San Francisco's CSW is the most active, statewide.

Since our interview, both Dr. Smallwood and her Assistant Coordinator have been relieved of their duties by the Mayor as the result of budget cut-backs. It is our sincere hope that the work of the CSW is not abandoned in the future.

T. Elaine Adamson

Peter Shao

Phyllis M. Schaumburg, Chairman

CIVIL SERVICE COMMISSION

This department is responsible for the examination and selection of people to fill job positions for the City government. There are approximately 22,000 permanent employees of the City with another 6,000 temporary and CETA employees. The impact of Proposition 13 will be felt more next year. Most of the losses this year were due to attrition such as retirements and resignations and a great number of these positions remained vacant. These will remain vacant due to the amount of money that the City has for its budget.

Civil Service has so many regulations and subsections of regulations that many of the City employees do not understand their rights. The Commission is slowly revising and deleting sections in order to make the regulations more understandable to all concerned. This year they revised all leaves of absence into one regulation and amended the Grievance Procedure.

The job classification list for City workers should be revised so that a large number of the positions could be combined into fewer classifications. This would also eliminate a number of examinations and make it easier for an applicant to study for the exam. With more personnel taking the test there would be more qualified people for each job opening.

The Commission also requires all City employees, being permanent, temporary and CETA, to have a medical examination before employed. This has reduced the number of disabilities appearing before the Retirement Board.

The jury would like to thank Mr. Walsh, the General Manager for his cooperation.

HEALTH SERVICE SYSTEM

This department, under Mr. Philip J. Kearney, is responsible for the medical care of all City employees who are members of the Retirement System. This excludes temporary employees under the City Charter because they are not members of the Retirement System.

HEALTH SERVICE SYSTEM (continued)

There are three basic plans that the employee may choose from:

1. City Administered
2. Kaiser Foundation
3. Children's Hospital

All these plans provide very fine medical care for the least amount of cost possible. As of July 1, 1980, the cost per month for the individual will be \$8.07 and for the City \$44.55.

The Municipal Railway has a dental plan paid by State money. Other employees of the City do not have dental care, so the Health Service System, in an advisory capacity, found a plan that for a small cost would provide this care. There are now over 2,000 employees involved. This is paid only by the individuals with no City contributions.

The automation for claims of Plan 1 are now 95% completed. There has been a delay in this program due to programmers leaving their jobs in the middle of the work for better paying jobs elsewhere. This caused a breakdown of information discussed with previous programmers about the information required and what errors still exist in the program.

The financial record for this department is in excellent condition due to investing their money in T notes and other short notes with high interest rates.

There is still a need for a permanent mailman due to the large volume of mail arriving and departing this office. The files containing medical records and office furniture has been reorganized. There are still some medical records in boxes but these will phase out once the plan to microfilm them begins. The moving of the office furniture makes for a more efficient working area with more outside light. The privacy of medical record information is very well controlled.

The Board of the Health System should be commended for their time and hard work seeking better health care for City employees at a reasonable cost.

RECOMMENDATIONS:

1. No elective officer of the City should be allowed to join until the temporary employees are members of the system.

HEALTH SERVICE SYSTEM (continued)

2. Make the health plan a trust fund, thereby eliminating the administrative cost to the City. Reconciliate yearly the subsidy the City must pay for its employees which the Charter mandates through the Controller's Office. This would free it from all political influence and assure in later years that the fund is only used for the city employees health care.

RETIREMENT SYSTEM

The Retirement System is administered by seven board members. Six of the members serve for a period of five years, the seventh is the President of the Board of Supervisors. The General Manager and Secretary is Mr. Daniel Mattrocce.

The City contributes about 60% of the money, with eligible city employees contributing about 13% and investment about 27%. If the City's workforce is reduced the City's contribution must increase to support those employees already enrolled.

The money is invested in the following manner:

1. Short Terms
2. Common Stock
3. Long Term Bonds
4. Real Estate

1. "Short Terms" are investments in notes with maturities not exceeding 270 days. "Matured Short Terms" are therein invested in one of the other three.

2. Bonds are purchased regularly and care is taken that some mature every year so as to take advantage of higher interest rates.

3. This is the second year of investment in real estate with other institutional investors as partners. This money is invested in commercial buildings and shopping centers in different parts of the country so that if there is a recession in one part of the country the investment is protected in other parts.

The average rate of the above investments comes out to about 6%. This rate of interest may seem low at this period of

RETIREMENT SYSTEM (continued)

time because of high interest rates, but some of the stock is only about 3 1/2% to 4% a year. This stock will be sold at a loss as soon as a buyer can be found and the money will be reinvested in higher interest rates thereby making the loss up.

The fund now totals approximately one billion dollars. The Investment Division of the retirement fund is to be commended for the knowledge and expertise in investing the fund's money so as to keep the fund financially safe.

In regard to the article in the newspaper this year regarding the abuse of the Retirement System by some people, at this date only one case has been reconsidered. The Retirement Board recommended that the man be taken off of the disability list and returned to his job. The man has now taken his case to Court and the Retirement Board is now awaiting the outcome of the Court's decision. In about 90% of the cases the Courts overturned the Boards recommendations and placed the member on the retirement list.

Another point to bear in mind in recalling these people is that if the Board recommends returning to their jobs and they reinjure themselves, it could cost the system more because the retirement pay would be greater now than previously paid.

RECOMMENDATIONS:

1. That the Retirement System be made a formal trust to protect the funds from any other use than the purpose of the retirement of City employees.

2. That the 50% minimum disability rating for police and fireman be changed to reflect the same disability rating as the Workers' Compensation rates, and that no compensation be allowed unless job related.

These two recommendations would take Charter Amendments.

3. That the reviewing officer instituted by the electorate be a doctor.

Marsha M. Crociani

James J. Gleeson

Thomas F. Haggerty, Chairman

CHIEF ADMINISTRATIVE OFFICER

A meeting was held February 5, with Mr. Boas and his staff. They brought us up to date on the construction of the Moscone Convention Center, which is proceeding according to schedule. We were also briefed on the proposed solid waste management system which is supposed to recycle glass and metal, and burnable garbage which would be transformed into energy. We were unable to do an adequate investigation of these programs since there was no chairman of this committee to provide the leadership necessary and the other committee members did not have sufficient time to fill in. Other issues brought up by Grand Jury members that come under the Chief Administrative Officer's office included the Waste Water Program, San Francisco General and Laguna Honda Hospitals and the Department of Public Works. These programs are discussed elsewhere in this report.

CORONER

Unfortunately, we were unable to meet with the Coroner and would urge the incoming Grand Jury to do so. We spoke with him briefly over the telephone and learned that his office still had the same serious problems caused by lack of financial resources as were reported in the 1978-79 Grand Jury report.

DEPARTMENT OF ELECTRICITY

No contact was made due to the lack of a committee chairman and insufficient time by the other committee members.

PURCHASING DEPARTMENT

The Purchasing Department under Mr. Joseph Gavin is in charge of purchasing materials and supplies for all of the City's departments, excluding the School Districts. They also maintain and purchase vehicles for the various City departments.

As was stated in the past few years, a complete inventory of the City's equipment and resources has not been performed. The reason stated, is that the person who was in charge of this operation is no longer present. Although inventory has been taken by other individuals, a complete and informative inventory has yet to be compiled. Mr. Gavin states there are not enough funds for the position to be refilled.

The department has also had problems with the tow-away services. Problems with private towing services and storage problems have caused transference of this responsibility to the Police Department. They now handle the tow-away operations.

A study mentioned in last year's report, performed by a management consultant firm, was found to be incomplete and lacking in facts. The groups did not spend ample time studying the department, yet made new recommendations.

The department also is having some problems with the new FIRM and FAMIS systems. Purchasing information is not as clear and informative as before. This is only one of the many departments having trouble with the new systems.

REAL ESTATE DEPARTMENT

This Department under Wallace Wortman is in charge of acquisition and management of all of the City's property.

The Department right now, has approximately 172 leases. The property between the Emporium and the old J. C. Penney's on Market Street, being one of the currently available leases. The department's function is to find a tenant who is compatible with business in the area and also beneficial to the City.

Last year's report suggests that school buildings currently not being used be put to use by other departments. The reason they are not, is that several belong to the School Board and are not in the Real Estate Department.

REAL ESTATE DEPARTMENT (continued)

This Department is also having difficulty with the FIRM and FAMIS project. Its paper work has increased, yet information is not accurate. Another problem is that the FIRM project personnel are not working in cooperation with the needs of the departments. After transferring revenues from the main fund to inter-departmental, FIRM has not provided information as to where over-payments are to be deposited.

RECOMMENDATION:

That FIRM and FAMIS provide personnel to work more closely with various departments to insure the operational system.

Thomas F. Haggerty

Philomena Higgs

Peter Shao, Chairman

BOARD OF SUPERVISORS

The Board of Supervisors is the legislative branch of City government. In addition, the Supervisors are authorized to determine the number of each class of employment in each department and office of the City and County and to fix rates and schedules of compensation. The Supervisors are also authorized, upon recommendation of the Mayor and Chief Administrative Officer, to create or abolish departments and the Board may, on its own authority, delegate additional powers to any officer, board or commission. Perhaps the most powerful function of the Board is the approval of budget appropriation requests.

The Board of Supervisors is specifically prohibited from interfering in the administrative operations of any department except through hearing or inquiry. While occasionally the Board seems to overstep this boundary, there appears to be little initiative by either the Chief Administrative Officer or by the City departments or commissions to challenge attempts by the Board of Supervisors to become involved in administrative matter.

The Board of Supervisors is comprised of eleven members elected by district. The Board operates through eleven committees as well as through the full Board. Each Supervisor chairs one committee. Committee appointments and chairmen are selected in the discretion of the President of the Board of Supervisors. The President of the Board did solicit indications of interest from the Supervisors prior to making committee appointments; however, Supervisors are not necessarily appointed to committees in which they have indicated interest. Board politics and support of the President seem to play a significant part in committee selections. Some of the most experienced members on the Board serve on unimportant committees; some of the most inexperienced Supervisors are serving on the most important committees. While this is not a desirable situation, we have concluded that, as a practical matter, there is little likelihood of changing this committee selection process. We are left with merely urging future Presidents of the Board to place greater weight on a Supervisor's individual expertise and background in making committee appointments.

Supervisors are compensated as part-time personnel. Presently they earn \$9,600 per year and, in only rare cases, can receive compensation for out-of-pocket expenses. However, we have found that Supervisors spend considerably more than forty hours per week in carrying out their duties. Because of the substantial amount of time spent on City business, most cannot make up the loss of earnings through other employment.

BOARD OF SUPERVISORS (continued)

With the change to district elections, handling problems and complaints of individual constituents in the Supervisors' districts seem to be taking up an increasing share of the time of the Supervisors and the Supervisors' staffs. It is a political reality that the Supervisors or their staffs must follow up and respond to problems raised by individual constituents, but this puts an increased burden on already - taxed staff and additional help it needs. Responding to constituent problems prevents staff from analyzing and understanding proposed legislation and handling problems with Citywide impact. Each Supervisor should have an additional staff member to act as legislative analyst in addition to existing staff.

Each Supervisor is authorized to have as personal staff, one administrative assistant and one clerical assistant. While the administrative assistant should be used to provide the Supervisor with substantive research about proposals before the Supervisor's committee or before the Board as a whole, we found that it was virtually impossible for administrative assistants to perform this function. Nearly all of the time of the administrative assistants as well as the clerical personnel is taken up in handling constituent problems, responding to inquiries, organizing the Supervisor's calendar and otherwise handling routine day-to-day paperwork and problems. A number of Supervisors rely heavily on volunteer help to provide all sorts of services from basic typing and filing to financial analysis.

Office accommodations for the Supervisors' staffs are appalling. Each staff has only a small partitioned cubicle which must accommodate the administrative assistant, the clerical assistant and any volunteer help. Unfortunately, for many departments housed in City Hall, office space is very poor.

In addition to these staffs, the office of the Clerk of the Board has approximately 19 people handling the general flow of files and paperwork related to committee and Board proposals. This staff prepares and processes legislation and assures that legal requirements of preparing and publishing proposed and approved legislation are met. Each committee is assigned a clerk. Most clerks serve two committees. Unfortunately, these people also do no substantive analyses or research of Board proposals for the Supervisors. The work is entirely routine administrative and organizational functions. Drafting of legislation is generally done by the City Attorney's office.

Our observation and inquiries indicated that productivity and work quality of the Clerk's staff was a problem. The quality of the clerks assigned to Board committees varies widely. The clerk of one committee was, however, singled out as excellent.

BOARD OF SUPERVISORS (continued)

In most cases, proposals submitted by Supervisors for consideration by a committee or by the full Board are accompanied by little in the way of analysis or background information. Proposals submitted by department heads are also often inadequate. In addition to failing to provide an analysis and summary of the implications of proposals, there is no staff time available to assist a Supervisor in determining the relationship of any given proposal to: 1) other proposals that have already been approved by the Board, 2) proposals before the Board for consideration, or 3) existing City policies, programs or services. Only the Finance Committee, through use of the Budget Analyst, receives anything resembling substantive analyses of proposals. Questions about individual proposals, are usually raised orally at hearings. This does not permit preparation of an organized and coherent record for later consideration by the Supervisors.

Unavailability of substantive, and hopefully impartial, analyses of proposals impairs the ability of the Supervisors to make informed decisions on proposed legislation. At present any such analyses must be done, if at all, by the Supervisor alone or with the unpredictable assistance of volunteers or by persons with a particular interest in the proposal.

Information about schedules and agendas for meetings of the full Board as well as for the committees are available from the Office of the Clerk. However, these agendas usually do not give the reader any idea when a particular matter will be called for consideration. As a result, City department personnel as well as the public often have to wait hours before the issue about which they are concerned is discussed. In the Finance Committee, attempts to rectify this problem have been made by scheduling all matters affecting one department at the same time and by suggesting that fewer representatives from the department or that persons other than department head come to the meetings for presentations. These are certainly steps in the right direction and are commended. Clearly, however, more has to be done. Presently, City department personnel, particularly department heads or supervisors, as well as others familiar with the procedure, try to avoid the problem of waiting by having lower level personnel wait in the hearing room and call the particular department head or supervisor just before the relevant matter is to be called. In some cases, department personnel or persons interested in the item make repeated calls to the Clerk's office or to the Supervisors' staffs to determine how far along the committee or the Board has proceeded on the agenda. The first method is nearly as wasteful of the time of lower department personnel as it is to have the department head in the hearing room. The second method wastes the time of the clerks and the Supervisors' staffs.

BOARD OF SUPERVISORS (continued)

The most pressing of the substantive problems facing city government today is that of City finance. The City and County of San Francisco is required to have a balanced budget covering a fiscal year from July 1st to June 30th. This year the timing of actions to be taken on the budget by the various City departments was changed so that at the time the final budget is adopted the Board will know how much revenue it will be receiving from the State. Departmental budgets are sent to the Controller, who then sends them to the Mayor. The Mayor must determine all cuts she wants to be made in those budgets by the end of May. This year, because of the significance of revenue producing propositions on the ballot, the Mayor was given until June 11th to present her budget to the Board of Supervisors. The Board of Supervisors, through its Finance Committee, has the budget reviewed by the Budget Analyst. As these analyses are completed, the Finance Committee holds hearings, studies, and makes recommendations on budget requests. Committee recommendations are then submitted to the full Board which gives final approval of the budget. Since these proceedings cannot be completed by June 30th, the Board will adopt an interim budget running from June 30th to August 31st. This is basically the Mayor's budget with certain reserve amounts incorporated to take into consideration future changes that may be made.

City department budgets are approved on an item-by-item basis ("line item"). If a City department thereafter needs additional appropriations or if the department head wants to reallocate funds from one line item to another, the department head must make a supplemental appropriation request to the Board. These are again reviewed by the Budget Analyst and Finance Committee and finally approved or rejected by the Board of Supervisors. While department heads must present budgets assigning a specific amount for each line item, the non-profit corporations to whom the Board allocates federal and state grant money used to receive lump sum grants. The Board now does require, however, that application from these corporations include more detailed information such as a line item breakdown.

We believe it is desirable for the non-profit corporations to whom state and federal grant money is allocated by the Board of Supervisors to provide at least as much detail as is required from the City departments. On the other hand, we believe it is probably unnecessary to have City departments obtain Board approval for every reallocation of funds among line items on the budget. It would be appropriate to permit department heads to reallocate up to a certain percentage of any line item amount to another line item without Board approval. This would reduce to some extent the workload of the Finance Committee and, if proper guidelines were established, would not impair City programs.

BOARD OF SUPERVISORS (continued)

With the rejection of Proposition 9 by the voters and the passage of the City finance propositions on the June ballot, cuts in City departments' budgets from the previous year's funding should be less than anticipated. In many cases, however, the effect of inflation will result in erosion in the real value of funds available to City departments.

Two other serious problems that seem to be facing the City and the Board of Supervisors during the coming year are housing and crime. Both of these are perennial problems and so far there seem to be no solutions in sight.

RECOMMENDATIONS:

1. Supervisors are grossly underpaid. The political climate probably will prevent any significant change in this situation in the immediate future, but some increases should be made as soon as possible. We recommend an increase in salary rather than liberalization of the expense reimbursement policy.
2. Office accommodations for Supervisors' staffs should be improved. At the very least each staff should have work space for 3 to 4 persons enclosed by floor-to-ceiling walls and a door.
3. Each Supervisor should have a legislative analyst assigned to his or her staff.
4. A professional outside review should be made of productivity in the Clerk's office to identify problems and recommend solutions or reorganization.
5. Each proposal submitted to a committee or to the full Board should be accompanied by a written summary analysis of the proposal and its implications which should specifically address those areas that the Board believes would be most useful to it. Standards for the proposals should be specified by the Board and the report should be prepared by the sponsor of the proposal.
6. As budget permits, or if a reorganization of the Clerk's Office is found desirable in accord with our recommendation 4, each committee should be assigned at least one staff member who would prepare substantive analyses of proposed legislation and its relation to other proposals or existing city policies, services and programs. The staff person should work for the Clerk of the Board. We presently have reservations about recommending that this staff report to the Clerk and would prefer such staff report to the committee or to the Chairman of the Committee, but political rivalries on committees may make that reporting arrangement unworkable if the staff person is viewed by committee members as being primarily responsible to the Chairman or to any one committee member.

BOARD OF SUPERVISORS (continued)

7. Permit City departments greater flexibility in allocation of resources by authorizing reallocation of fund from one line item of the department budget to another without Board approval. Establish guidelines setting maximum amounts and types of discretionary reallocations permissible.

ACADEMY OF SCIENCES

The California Academy of Sciences, under the direction of George E. Lindsay, is the most popular of the City's museums. It includes The Steinhart Aquarium, The Science Museum, and The Morrison Planetarium. In addition, The California Academy of Sciences is the oldest scientific research organization in the western United States. The purpose of the Academy is conservation, research and education in life and earth sciences. Of a total 1979-80 budget of over \$3.5 million the City and County of San Francisco provided only about 24.6%. City funding has reduced significantly over the past 4 years dropping from approximately one-third to just over 24%. In the 1980-81 fiscal year when the total Academy budget will be just over \$4 million, the Academy foresees possible cuts in City funding of over 10%.

Virtually all of the City's contribution goes to the support of The Steinhart Aquarium. Under the Charter, San Francisco is required to provide the funds necessary for the maintenance, operation and continuance of Steinhart Aquarium. At present, of the total cost attributable to the aquarium of approximately \$1.3 million the City is providing only about \$800,000. Therefore the City is not even meeting this minimal obligation. The City's allocation to the aquarium goes to defray the cost of salaries, supplies and some direct operating expenses. Additions to the aquarium collection must be obtained through other sources of funding or through donations to the aquarium.

The Academy obtains a portion of funding from admissions to the museum. The remainder comes from endowment funds, grants and other gifts and donations. The Academy has been a recipient of a "challenge" grant which is designed to stimulate development of sources of private funding for institutions such as the Academy. Under the grant \$1.00 of grant aid is received for approximately every \$3.00 of funding developed by the Academy during the term of the grant. Over a 3-year period this grant should result in raising for the Academy approximately \$1.6 million. With increasing emphasis on grants and donations the Academy has decided to recruit a development officer to identify and obtain sources of new funding and to expand existing programs such as Academy Memberships.

ACADEMY OF SCIENCES (continued)

Through the work of an outside consultant the Academy has developed a long-range plan to help assure that the Academy remains a well-managed institution over the next 10 years because it foresees declining support from the City and County of San Francisco.

In addition to reduced support from the City government the closing of the Park to automobile traffic on Sundays significantly reduces attendance at the museum. Closing of the Park eliminates some 1600 parking places and it is estimated it costs about \$100,000 per year to have the Park closed. Furthermore, plans have been made to close other entrances to the Park on Sundays as well. This problem has been repeatedly pointed out yet the City has been unwilling to take a more realistic position with respect to closing the Park in the museum area.

The Academy has also been concerned recently about security in the Park for persons attending its various special exhibitions and programs, especially those occurring in the evening hours. The Academy itself has employed additional private security personnel. It seems to us that this is another responsibility of the City to the museums and to the people of San Francisco that it is not living up to.

Overall, The California Academy of Sciences is providing outstanding services to San Francisco. Its museums provide entertainment and education for all. Its Junior Academy provides special classes for students in areas such as anatomy, botany, entomology and biology. It reaches the adult community through its adult classes and travel programs. Furthermore, not only does it maintain an extensive library but it also puts out its own publications such as Pacific Discovery, "Journal of Man and Nature in the Pacific World", as well as preparing publications on many of the Academy's exhibits. Finally, its Research Department offers extensive collections in areas such as botany, entomology, and ichthyology. It is ranked in importance with The Smithsonian Institute in Washington, The American Museum of Natural History in New York City and The Field Museum in Chicago. For all of these services the City and County of San Francisco is now providing only a minimal contribution.

RECOMMENDATIONS:

1. Closing the Park to automobiles on Sunday, particularly in the areas of the museums, should be reviewed. A plan should be established which substantially reduces the financial impact on the museums of closing the Park. The City should not be reducing public access to these museums and creating additional financial burdens for the museums. While some may believe that public attractions such as the museums are inappropriate or inconsistent with recreational use of the Park, the fact is the museums are there and must

ACADEMY OF SCIENCES (continued)

remain there. This is the last area of the Park that should be closed to automobile traffic.

2. The Police Department should offer additional support to the museums in providing security during special exhibitions and particularly for evening activity such as lectures and classes.

THE FINE ARTS MUSEUMS

The Fine Arts Museums of San Francisco include the M. H. de Young Memorial Museum and the California Palace of the Legion of Honor, both of which are under the direction of Ian White, and operate under a single Board of Trustees which is responsible for overall management policy and supervision of the museums. The collections of these museums include over 200,000 items with a total value conservatively estimated at \$150 million.

The Legion of Honor features primarily French art although other exhibits, such as the currently-showing "Treasures of Ancient Nigeria", are shown there. The museum is located in a beautiful setting in Lincoln Park. Unfortunately, it is inaccessible by public transportation, except on weekends and the surrounding major streets, such as Geary, are so poorly marked that visitors have a difficult time finding the museum.

The de Young Museum, which is located in Golden Gate Park has a wide-ranging collection which includes everything from ancient Greek pieces to traditional ethnic art to 20th century paintings. Though the museum is quite popular, the closing of the portion of the park surrounding the museums to automobile traffic on Sundays caused attendance to drop. This loss of attendance translates directly to loss of revenue from admissions. Even when the museum has requested that the Park remain open to automobiles for special events (e.g. the Tut exhibition) the City has not done so, resulting in further loss of revenue.

The total annual budget for The Fine Arts Museums is \$7.4 million. Of this amount, the City provides only about \$2 million, less than 30%. The City's contribution funds only salaries of certain essential personnel and a portion of the supplies and operating expenses for the museum facilities.

The museums also receive a small portion of funds from the museum Admission Fund. After paying costs of collecting admissions, half of the Admissions Fund goes to the City General Fund, the remainder is shared between the Fine Arts Museums, which receive 70%, and the Asian Art Museum, which receives 30%.

THE FINE ARTS MUSEUMS (continued)

The Museum Society provides a substantial portion of the funds required to operate the museums. The Society operates the membership program for both the Fine Arts Museum and the Asian Art Museum and serves to develop interest in and support for the museums. The Society operates the museum bookshops, pays the salaries of part of the museum staff, provides funds for general operating expenses and provides financial support for many special exhibits and educational programs for the museums.

Finally, the museums receive funds through the Fine Arts Museums Foundation. This is a nonprofit corporation which supports the museums by obtaining and administering grants, bequests, endowments and contributions.

The Fine Arts Museums have also hired a Development Director to seek additional sources of funding with emphasis on seeking increased support for the museums from the corporate community.

The City's contribution has continued to decline and will probably continue to do so for the foreseeable future. As private sources of funding pick up more and more of the essential costs of salaries and operations for the museums, the amounts available for special programs and exhibits as well as for purchases of new objects for the collections will decline. The loss of CETA guards at the end of the current fiscal year will cause the museum to be closed two days a week. Lack of funds is by far the most serious problem presently facing the Fine Arts Museums.

The City's Budget Analyst recently completed a management audit of the Fine Arts Museums which provides more detailed information about the funding of the museums. While other aspects of the report received greater press coverage, the most striking impact of the report was its clear depiction of the City's failure to provide even the basic essential funding for the museums' operations and for maintenance and conservation of the collections. While the present economic problems of the City preclude a substantial increase in financial support we hope the report will prompt the Mayor and the Board of Supervisors to reconsider proposed reductions in funding.

The Budget Analyst's report was released at the end of June; therefore, this Grand Jury did not have the opportunity to do extensive follow-up on the report. There are, however, a few items mentioned in the report which we would like to address. We believe that the primary function of the Museum is to provide the public with an educational, cultural and entertainment opportunity, not just to protect and hold the collection as the report suggests. In a few instances the Analyst's report seems to have lost sight of this important obligation to the public.

THE FINE ARTS MUSEUMS (continued)

The item that received the most attention was the inability of the museums to account for some 84 items when a random sampling of registration cards was selected and used to locate the items described. From this, the Budget Analyst extrapolated as many as 11,050 items worth \$2 million could be missing. (There is, however, dispute about the actual value of the missing items.) While all items that enter the museum are registered, only since 1963 have more detailed descriptions been provided on the registration cards. Many of the descriptions for prior years are quite sketchy, making location as well as estimation of value quite difficult. Furthermore, this review of the collection includes items entering the museum since 1893. We understand that no item entering the museum since 1960 is unaccounted for.

We concur with the recommendation that a physical inventory of the collection be made and that periodic partial inventories should be done routinely thereafter. Furthermore, as to overall security, as the report pointed out, the Fine Arts Museums had SRI perform a security survey and make recommendations, implementation of which will cost over \$1 million. These solutions are desirable because they substantially increase the museums' ability to control and protect the collection without substantially interfering with the use and enjoyment of the museum. On the other hand, we do not agree that all paintings should be covered with glass and the Period Rooms should be blocked by Plexiglas shields. This kind of security measure would be very expensive to implement and would in most cases interfere with the public's ability to study and enjoy the collection. Display of items in a manner that enhances their appearance while conceding some security is a perfectly proper method of operating a museum and not a defect in operation as the report suggests.

In addition, we question the recommendation that access to the museum by staff, art school students and contractors be prohibited after hours. Though caution and supervision should be exercised, the location of the staff office space near gallery areas, the practicality of having work done on the museum or its collection after hours and the desirability of permitting students, under supervision, to have such access to the museum indicate that an absolute prohibition on access is undesirable.

With respect to special exhibitions we believe they should not be viewed as money-making ventures. If the museums break even or make money on an exhibition it should be viewed as a bonus, not as an underlying requirement determining whether or not the exhibition will be presented. Special exhibitions such as the Tut exhibit and the Dresden exhibit clearly have brought money into the City, though estimates vary as to how much. The museums do benefit from increased memberships as well as from increased revenues during the term of the exhibits. If the inexperience of museum staff is causing the

THE FINE ARTS MUSEUMS (continued)

cost of an exhibition to be underestimated then this is a problem the museums should work on correcting for future exhibitions. However, whether the bottom line comes out as a profit or loss is not nearly so important as having an accurate projection for use in future budget planning as well as in fund-raising for an exhibition. Frequency of exhibits should also be affected not only by availability of funds but also by the availability and importance of various touring exhibitions rather than by a strict timetable.

With respect to conservation efforts, we strongly concur with the recommendation that the conservation efforts be expanded and that the Fine Arts Museums should seriously consider establishing their conservation labs as regional laboratories for paintings and decorative arts.

Finally, utilization of space at the de Young Museum is a serious problem. Much useful exhibit space is presently used as offices and to house the art school. However, rather than separating the art school from the museum we would recommend that the art school retain its connection with the museum and that it, along with much of the present office staff, be moved to a location in the neighborhoods nearby the museum. This would permit more effective utilization of museum space for storage, conservation and display of the collections.

RECOMMENDATIONS:

1. The City should review the closing of the museum area of the Park to automobile traffic on Sundays and some accommodations should clearly be made for special exhibitions at the de Young Museum.
2. Accessibility to the Legion of Honor should be improved. Appropriate signs along major streets leading to the Legion of Honor should be installed and some consideration should be given to offering a periodic daily bus service to improve public access to the Legion of Honor.
3. Registration and inventory control procedures at the museum should be strengthened as discussed in the Budget Analyst's report.
4. While the security measures recommended in the SRI study should in general be implemented as funds become available, security should not be so all-consuming that it interferes with public enjoyment of the museum.
5. Recommendations of the Budget Analyst with respect to expansion of the conservation labs should be adopted.

THE FINE ARTS MUSEUMS (continued)

6. Office staff and the art school should be moved out of the de Young Museum to permit use of the space for display, storage and conservation of the collection.

ASIAN ART MUSEUM

The Asian Art Museum of San Francisco serves to preserve, collect, display and provide information about Asian art and culture and to administer the collections of Asian art belonging to the City and County of San Francisco. The museum has over 10,000 items, approximately 95% of which were contributed to the museum by Avery Brundage.

As a condition of this contribution, the City established an independent Asian Art Commission which oversees operations of the museum and its collection. The museum itself is directed by Rene-Yvon Lefebvre de'Argence. In addition to exhibition and collection of Asian art, the museum houses a library on Asian art and civilization which is open to the public as well as to specialists in Asian art and culture. Volunteer docents provide expertly guided tours of the museum as well as providing speakers in the community through its outreach program.

The Asian Art Museum provides these services to the people of San Francisco with a relatively modest budget of less than \$2 million including its proportionate share of the costs of guards, janitors and engineers whose services it shares with the de Young Museum. Of this budget, the City of San Francisco contributes funds for salaries of approximately 15 people. Budget constraints, however, may cause a loss of 2 positions. The remainder of the budget is funded by the Admission Fund which provides slightly over 10% of the budget, the Asian Art Foundation which provides 35-40% of the budget and through federal and private grants.

Additions to the collection are selected and approved individually. Funding for new acquisitions is provided by the Asian Art Foundation on an item-by-item basis.

The City is contributing such a nominal portion of the total budget of the Asian Art Museum that it does not appear to be fulfilling the contractual obligation to maintain and display the collection which the City undertook when it accepted the Brundage collection. With the reduction in support from the City more of the burden will fall on the Asian Art Foundation and on a successful search for federal and private grants.

Second to budgetary problems, the most serious problem facing the Asian Art Museum is lack of space in which to display the

ASIAN ART MUSEUM (continued)

collection. Only a small portion (just over 10%) of the total collection can be displayed at any one time in the existing facilities. Expansion of the library is also needed. Plans are presently being made to build a new building to house the Asian Art collection. However, without an additional grant or endowment to erect a building it is unlikely this will take place in the immediate future.

The Asian Art Museum is undoubtedly a great asset to the City and is probably the best in the United States in terms of size and quality of its collection. It benefits the City by bringing visitors to San Francisco to see its standard collection as well as its special exhibitions. Nonetheless because of financial constraints on the City we do not feel it is realistic for the City to be expected to provide additional funding to the museum at this time and greater reliance is going to have to be placed on private and federal grants and endowments.

RECOMMENDATIONS:

1. We recommend that the museum hire one person to seek out and prepare grant applications, and to increase solicitation of private contributions to the museum.
2. Though the contract under which the Avery Brundage collection was granted to the City of San Francisco calls for a separate art commission and a separate director for the museum, we believe there should be increased cooperation between the Asian Art Museum and the other fine arts museums. To the fullest extent possible, staff (such as preparators, accountants, administrators, and conservators) and facilities (such as exhibition space and conservation laboratory facilities), should be shared.
3. We recommend a review of the Asian Art Museum be made to obtain a better utilization of the existing space to display more items.
4. Any plans for expansion of the museum or building a new Asian Art Museum should be reviewed by the City well in advance to determine what additional financial burdens will be placed on the City. For example, use of a new building will preclude the present sharing of the guard, janitorial and engineering staff that now exists between the de Young and Asian Art Museum as well as reduce the feasibility of sharing other existing facilities. Because a new building would be larger than the existing facility and located away from the other museums, it could substantially increase the City's burden of funding maintenance and security of the facility and the art collection. We recommend that the City should not assume any substantial additional financial commitments.

ANIMAL CONTROL CENTER

Animal control functions are provided under a City contract with the San Francisco Society for the Prevention of Cruelty to Animals. The services have been provided under such a contract for over 90 years. The SPCA is a private, nonprofit organization directed by Richard Avanzino. For the 1980-81 fiscal year, its total budget is approximately \$2 million. Of this amount the SPCA has offered to continue to provide animal control services to the City for \$698,000. The City has indicated an unwillingness to fund animal control services at this level and therefore the present contract with the SPCA is in jeopardy. Unfortunately this uncertainty of funding is an annual occurrence.

The animal control services provided by the SPCA include the maintenance of facilities and provision of trained personnel for accepting, sheltering, feeding and caring for stray and owner-surrendered animals in San Francisco. SPCA also schedules, dispatches and conducts patrols throughout the City providing animal handlers who serve as uniformed Deputy Animal Control Officers, picking up injured strays, responding to emergencies, impounding stray animals and enforcing animal control laws through issuance of citations.

The total cost of providing animal control services to San Francisco is approximately \$921,000 but the SPCA itself contributes over \$220,000 of that amount. The SPCA contribution funds such services as the adoption facilitation service, veterinary care for stray animals, pet owner education, a large animal ambulance, and a low-cost spay/neuter clinic.

Apart from its animal control functions the SPCA also provides many other valuable services. First, it operates a veterinary hospital which provides regular veterinary services as well as providing low-cost services for pets owned by senior citizens and low-income persons.

Second, the SPCA Training Division operates the SPCA "Hearing Dog Program". Under this program abandoned animals are trained for placement in homes of hearing-impaired persons to alert them to such sounds as doorbells, smoke alarms, telephones, etc.

Third, the SPCA has a program under which it investigates and prosecutes allegations of cruelty to animals. This program also handles special rescue assignments. Unfortunately the experience in the cruelty investigation program is that the District Attorney's office does not often prosecute complaints of cruelty. Even when the most serious cases are prosecuted and convictions of cruelty to animals obtained, San Francisco judges are extremely lenient. Too often, fines, if any, are nominal; sentences, if any, are suspended; and, incredibly, judges have ordered the SPCA to turn the mistreated animals back over to the owners who have been convicted

ANIMAL CONTROL CENTER (continued)

of cruelty. This behavior by our San Francisco judges is disgraceful and inexcusable!

Fourth, the SPCA operates a low cost grooming school. Besides being a benefit to the public, the grooming school facilities are used to bathe and groom abandoned animals to make them more attractive and therefore more adoptable.

Finally, the SPCA offers an education and public information service which distributes information about animal care and welfare to the community and operates a pet therapy and education program for senior citizens.

San Francisco faces a serious problem of abandoned and unwanted animals. The San Francisco SPCA has an admirable record of impounding and placing for adoption these unwanted animals. For the first four months of 1980, 91% of the adoptable cats and 70% of the adoptable dogs were placed. Revenue from adoptions as well as from redemption of lost animals goes to the City. This amounted to over \$50,000 during 1979.

Unfortunately, these figures are somewhat misleading because half the animals collected by the SPCA are classified as "not adoptable". In many cases this classification is given to the animal because there is insufficient kennel space to hold the animal until it becomes adoptable. For example, many animals are classified not adoptable because of age. Kittens, several days old, cannot be kept for the eight weeks that it will take for them to mature sufficiently to be vaccinated and released for adoption. Many animals are not adoptable because of such factors as sickness, injury or bad social habits (e.g. animals that bite or wild cats that cannot be socialized within a short period). The factor that often makes the animal "not adoptable" is not in itself terminal or even particularly serious. It is merely that the animal cannot be kept in the kennels long enough to overcome the particular problem.

The SPCA does have a small foster care program to take such animals but this program is not well-known nor are foster homes actively solicited in the community. Unfortunately, since even many adoptable animals cannot be placed, foster care can, at present, be beneficial only in limited or special cases.

Lost animals are held for four days before being placed for adoption during which time volunteer staffs make every effort to locate owners. Owner-surrendered animals are immediately available.

Animals may be kept available for adoption for as few as one to two days or as long as two or three weeks depending on the amount of kennel space available. Kennel space is a serious problem

ANIMAL CONTROL CENTER (continued)

because overcrowded kennels result in disease and health hazards to all of the animals. The SPCA is concerned about maintaining the health of sheltered animals and takes numerous precautions in design and maintenance of the kennels to prevent disease.

During 1979-80 the SPCA impounded approximately 22,000 animals. Of this number only about 7,500 were actually adopted and 2,800 were redeemed or released to their owners. 9,200 animals were destroyed as not adoptable while 2,500 adoptable animals were destroyed.

In spite of these difficulties, and continuing budgetary constraints, the SPCA is doing an excellent job in a very difficult situation. It was our impression that the people working at the SPCA were very interested and concerned about animal welfare and about the contributions that animals can make to the citizens of San Francisco.

The SPCA is particularly suited to handling the City's animal control needs because its other services such as the veterinary clinic, the grooming school and the Hearing Dog Program complement the animal control functions as no other facility in this City is able to do.

RECOMMENDATIONS:

1. We recommend that the City approve a contract with the SPCA for 1980-81 and fund it at the fully requested level of \$698,000. Furthermore, the annual uncertainty over the continuing contract with the SPCA should be eliminated through the use of multi-year contracts. The City is getting excellent value for its dollar.

2. The District Attorney's staff and San Francisco judges should take seriously the issue of animal cruelty. The present situation of failure to prosecute combined with failure to issue any meaningful sanctions for convictions is totally unacceptable.

Finally, we would like to sincerely congratulate the SPCA on its success in protecting Sido from being destroyed as instructed in her owner's will. This case not only shows the concern of the SPCA for a single animal but also resulted in the public attention as well as a court ruling which, hopefully, will prevent this situation from occurring in the future.

Marsha M. Crociani

Gail M. Dunn

Katherine Cristiani, Chairman

ASSESSOR

As a result of Proposition 13, this office no longer utilizes a periodic mass appraisal system. Appraisal is now initiated when there is a change of ownership, new construction, or alteration. Computerization has helped make such individualized reappraisals possible. Cramped space for the staff, however, is a problem and, if it can be solved, even more effective staff performance could be expected. It appears that staff performance could be further professionalized if the City and County's chief administrators grant the Assessor's request that 10 temporary Assessment Clerks be transferred to permanent salaries. As he states: "This will allow the well-trained temporary employees in (the) office to take a Civil Service examination to qualify for a permanent position. Several of these employees have been (in the) office five years or more and it will provide a stable, experienced clerical force for this office if they can become permanent employees."

RECOMMENDATION:

Random review by principal administrators of appraisal decisions, both residential and business, to assure maintenance of integrity and equity in such transactions.

TAX COLLECTOR

Over the past several years this office has undergone surveys and audits that have defined areas of responsibility and of weakness. On July 1, 1979, this office was placed under the immediate supervision of the City and County Treasurer. Now that one year has elapsed, it is appropriate that the findings and the recommendations of the Touche Ross, the Arthur Anderson and, particularly, the Main Hurdman & Cranston Reports be reviewed, reevaluated, and implemented where needed. Communication, understanding and direction among the heads of the office need to be emphasized. Attention should be paid to the suitability of a management audit with special attention paid to the reassignment of clerical work to more cost-effective personnel. Staff auditors should only be utilized within the area of their own expertise. This must particularly be followed during those very busy periods when large sums of money must be entered into books in order to gain maximum benefit for the City. It is, for example, understood that between April 7 and April 15 some \$145 million are processed through the Tax Collector's office.

Another area which should be subject to constant scrutiny,

TAX COLLECTOR (continued)

in order to minimize any loss of monies owed to the City, is delinquency. Here again the recommendations of the June 30, 1979, Main Hurdman & Cranston financial report concerning delinquent revenue should be reviewed and, where judged an improvement over the present situation, should be implemented with all maximum speed. Because the Office of the Tax Collector has been under the supervision of the City Treasurer only since July 1, 1979, complete implementation of the principal recommendations of the Main Hurdman & Cranston financial report of June 30, 1979 is not, perhaps, to be expected. One of the first tasks of the incoming City and County Treasurer, it seems to this Jury, should be to review the primary deficiencies pointed out at that time and, if they are still present, give highest priority to their elimination. Similarly, a review should be conducted to see whether the general reorganization recommendations of the 1978 Operational and Review Analysis continue to be appropriate and should be either initially or further implemented.

While this Jury did not ascertain whether the Tax Collector and the Deputy Tax Collector use the reporting system recommended by Main Hurdman & Cranston to make detailed reviews of operations on a periodic basis (at least monthly), it was noted that the Deputy Tax Collector appeared very knowledgeable about the operations.

RECOMMENDATION:

That the new City and County Treasurer make a careful review of the Main Hurdman & Cranston financial report on the Tax Collector's office, and evaluate every recommendation with an eye to its merits, reevaluating those already implemented and moving to expeditious implementation of those recommendations with merit not yet acted upon.

TREASURER

The Treasurer's principal responsibilities are to see that the City and County has monies available in the banks, to invest surplus City and County funds, and to supervise the office of the Tax Collector. Because of the large sums of money involved in almost daily transactions and because of the dangers which could arise should wise investment decisions be subjected to partisan political pressures, this Grand Jury most strongly urges and recommends that the Office of Treasurer remain an elective office and not become an appointed office as has been recently proposed. Direct answerability to the people through election seems to be the best guarantee of and safeguard for the independent and profitable investment policies and procedures developed and managed carefully over the past 9 years by the soon-to-retire Treasurer, Mr. Thomas

TREASURER (continued)

Scanlon.

The ethical, prudent and profitable investment of surplus funds is a major responsibility. This year the anticipated earnings on investments is \$52 million. Of this sum, \$36 million will be pooled for all City agencies, \$11 million will assist the Airport, and \$5 million is designated for the Wastewater Project. As the City and County officer most immediately responsible for a daily average of some \$500 million of City and County money which is invested, the secure yet profitable investment policies of the retiring Treasurer will, it is hoped, be maintained during the transition period.

The monthly audit of the Treasurer's Office by the Office of the Controller of the City and County appears to be an appropriate mechanism for maintaining professional performance.

RECOMMENDATIONS:

1. That the Office of Treasurer remain an elective office.

2. A thorough and point-by-point review should be made of the Main Hurdman & Cranston financial report of June 30, 1979, on the Tax Collector's Office. The Treasurer should most carefully review the primary deficiencies noted in that report and, if they still exist, act on them immediately. The reorganizational recommendations of the 1978 Operational and Review Analysis should be similarly reviewed and acted upon as soon as possible.

Samuel R. Montague

Theodore T. Taheny

Philomena Higgs, Chairman

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES

This department is under the direction of Mr. Raymond L. Bozzini and is composed of three units:

1. Agriculture.
2. Sealer of Weights and Measures.
3. Farmer's Market.

The department is mainly a consumer protection agency. Due to lack of budget and under-staffing they are unable to complete their duties annually.

1. AGRICULTURE:

The Agricultural Commissioner is responsible for the administration of County, State and Federal laws. An example of this type of service is the spot-checking of fruit in retail markets.

RECOMMENDATION:

Add at least one inspector to the Agriculture Department.

2. SEALER OF WEIGHTS AND MEASURES:

The Sealer of Weights and Measures is responsible for seeing that all scales and measuring devices in the City and County of San Francisco show proper net weight, measure and count. This also extends to package foods for weight and amount.

The Sealer of Weights and Measures is also responsible for approximately 900 taxicab meters and approximately 15,000 to 20,000 electric submeters. According to Mr. Bozzini, since the last Civil Grand Jury report he has made very little headway on the above two items due to the budget and under-staffing.

RECOMMENDATIONS:

Consult Board of Supervisors to introduce legislation to make owners of electric sub-meters have the same tested at their expense and submit a copy of the test to Sealer of Weights and Measures.

Add at least one inspector to the Department.

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES (continued)

3. FARMER'S MARKET:

The Farmer's Market is located at 100 Alemany Boulevard and is operated by the City and County of San Francisco so that farmers and growers can sell what they grow directly to the consumer. A fee to the grower is charged for the use of the booth. According to Mr. Bozzini, the Farmer's Market is self sufficient due to this fee.

The Farmer's Market report indicates steadily declining revenues due to the energy crunch and loss of participation by the small farmer and grower.

RECOMMENDATION:

Have the Board of Supervisors select a committee for a survey for possible improvement of the Farmer's Market.

RECORDER

The County Recorder is required by State and County laws to receive, record, index and preserve papers, such as property documents, tax liens, military discharges, and, upon request provide copies of same.

According to Mr. Patterson this department is self sustaining, with a budget of approximately \$500,000. Revenue during the past year was approximately \$33,000, and recording fees approximately \$429,000.

No recommendations.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

Mr. James Scannell is the Public Administrator and the Public Guardian. As Public Administrator he administers the estates of those deceased persons having no executor and in some cases administers estates as ordered by the Court. The fee for this administration is set by the Court. Mr. Scannell reported since the last Civil Grand Jury Report he has made progress in reducing his backlog of estates. He has increased fees from \$100,000 to approximately \$200,000. Mr. Scannell has modified the former accounting system to a more modern and efficient system by transferring the \$10,000,000 Trust Fund from many banks to one bank only and by use of the bank computer has increased department

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN (continued)

funds so that in about two years the department could be self-sufficient.

The committee commends Mr. Scannell for this effort.

As Public Guardian, Mr. Scannell is appointed by the courts to serve as guardian of persons or estates.

Mr. Scannell reported a problem that now exists for the Public Guardians of the larger urban counties of the State. It appears the State is releasing former mental patients to said counties with little or no provision for their future care and he is starting to get his share of these people. He does not have sufficient funds or personnel for this problem.

RECOMMENDATION:

Have the Board of Supervisors investigate the problem of the State releasing former mental patients that apparently still need care to large urban areas and check for possible State or Federal legislation to correct this situation.

REGISTRAR OF VOTERS

Mr. Jay Patterson is the Acting Registrar of Voters and County Recorder. The Registrar of Voters is required to: register voters, prepare and disseminate voters' handbooks and sample ballots, conduct elections and register candidates.

The Registrar of Voters operates with 12 permanent people, down from 18 a year ago.

The Registrar's duties require the training of approximately 3,600 temporary employees for Election Day. The Registrar is also finding it difficult to obtain polling places and workers on Election Day. It appears that a larger fee may have to be paid for workers and polling places.

The Registrar of Voters is trying to comply with federal law regarding the printing of bilingual voter registration and ballots.

The Registrar of Voters reports although population in the City is down, voter rolls have not dropped.

According to the Registrar the Votematic machines are adequate and doing the job.

REGISTRAR OF VOTERS (continued)

RECOMMENDATIONS:

1. Modify State Law regarding voter rolls. At present, according to Mr. Patterson, there are about 70,000 nonvoters on the San Francisco roll. If these former voters could be removed from the existing roll this would save the City the cost of printing and mailing.

2. Have the Board of Supervisors investigate qualifications for federal bilingual voters.

Donald A. Bartunek

James E. Loyce, Jr.

James J. Gleeson, Chairman

SAN FRANCISCO WASTEWATER PROGRAM

This is the most costly (\$2.3 billion) and controversial of projects ever undertaken by San Francisco. It has come under enormous criticism both from a design and financial management standpoint. The Civil Grand Jury met with the program chief, Don Birrer and his staff, with personnel from Harvey Rose's office and with opponents to the project. We also reviewed numerous reports and statements about the program.

Concerning the Design of the Project:

San Francisco has a combined wet and dry weather sewer system. We are currently in violation of the law because of wet weather overflows which occur only 350 hours per year. Modernizing of the dry weather sewage system is 25% of the cost. Taking care of these 350 hours of overflow requires the remaining 75%.

Proponents of the original Master Plan believe we must comply with the law, that not to would incur fines and lengthy delays in the courts while inflation would eat up any benefits that might be gained.

Opponents believe that the Master Plan is over designed; that the environmental regulations are excessive and can be effectively challenged. We were told that certain Environmental Protection Agency (EPA) regulations were designed for inland fresh water (The Great Lakes) where as the salt content of coastal water does in itself destroy bacteria. Reports by opposing groups give numerous examples of the types of modifications that should be sought.

The current San Francisco sewage system dumps primary treated wastes mainly into the bay. Toxic industrial wastes are not dumped into the Bay. We learned from the Budget Analysts' November, 1979, report on the project that "In the 25 years of records in the Bureau of Disease Control there are no documented laboratory or clinically confirmed cases of disease resulting from contact with ocean or Bay waters or by ingestion of raw shellfish in San Francisco". It seems as though we do not now have a serious problem yet we are designing a system that calls for secondary treatment of all sewage, wet and dry. Secondary treatment is very costly because of the need to continually buy chemicals to treat the waste. This cost has been estimated to be \$5 million per year. The City has applied for a waiver which would permit primary dumping of wastes in the ocean, to date this has not been granted.

SAN FRANCISCO WASTEWATER PROGRAM (continued)

From a Financial Standpoint:

1. The project is financed primarily from federal funds, some state funds and local bond money. The latter was supposed to be only 12.5%, but it is higher. In the current restrictive fiscal climate the availability of outside monies seems hard to guarantee. The Civil Grand Jury would agree with the Edger, Dunn and Conover Logic Study of January, 1980, which states that if there is any doubt concerning the availability of funds the Wastewater Program should proceed so that no "white elephants" are built. All of the contracts for the East Side System have been let and it is currently scheduled to be finished by May, 1982. This system will process 77% of the City's dry weather wastes. The Civil Grand Jury believes that completion of this system should be a primary objective.

2. The financial management of the Program has lagged behind the engineering aspect. The Budget analyst and Lybrand Cooper audits identified numerous problems. We were appalled to learn that the finances of the Program had not been audited since its beginning in 1977. This was finally completed in May, 1980. The 1979-80 finances will be in order by fall of 1980. As a result of these program management audits a financial manager was hired along with other staff. Arrangements for internal and external audits have been made. Procedures have been established for adequate documentation of charges. We congratulate the program for working on getting its financial house in order.

Supervisor Kopp has been a major opponent of the project. He sponsored Proposition T which would have recinded the remaining sewer bonds. It was defeated, but it made the project staff rethink the Master Plan and scale down the size of its major components so that the total cost would be \$1.6 billion. Now, the project staff must convince the Regional Water Quality Board to accept this less costly version.

The budget analyst convened a Waste Water Review Panel composed of expert marine and engineering scientists. The panel commenced work in January, 1980. The report of their findings was presented to the Board of Supervisors on May 20, 1980. They are of the opinion that "equivalent protection of the environment and public health can be achieved with a more modest and less expensive plan". Their proposals are similar to the revised Waste Water Program Plan; however, they would convert the South-eastern plant from secondary to primary treatment and seek the necessary waivers to do so. They estimate that the costs would also be reduced to \$1.6 billion with substantial reduction in operating costs due to the simpler primary treatment.

SAN FRANCISCO WASTEWATER PROGRAM (continued)

RECOMMENDATIONS:

1. While proceeding to complete the East Side System, every effort should be made to seek changes in state and federal regulation so that the standards that are applied are appropriate to our environment and allow construction of a less costly system.

2. This must be done rapidly so the system is built on or ahead of schedule so that any savings are not wiped out by inflation.

3. The incoming Civil Grand Jury must give monitoring of the financial management and design aspects of the Wastewater Project very high priority due to the enormous costs involved.

Thomas Haggerty

Philomena Higgs

Peter Shao

T. Elaine Adamson, Chairman

CITY ATTORNEY'S OFFICE

The Grand Jury Committee first met with Mr. George Agnost on October 13, 1979. He had inherited an unbalanced budget and had concentrated much effort to overcoming its effects.

His legal staff was scattered all over town, making maximum use of resources impossible, and reducing efficient use of legal personnel. The office had a support ratio of 1 legal secretary for every 4 attorneys, too few law clerks and too many typists. The space problem was unbelievable - some attorneys and the legal library housed in hallways, little kitchen-type tables tucked into corners as work space, 4 attorneys cramped into one tiny office with all their files, and antique phone system, and a noise level that must have bordered on medically dangerous. The office occupies 17,000 square feet, and they need 30,000 square feet just for normal comfort.

Ideally, the City Attorney's office should have a building of its own near City Hall with satellite offices in various locations as well as at the Airport and the Port of San Francisco where small offices are now maintained. The situation has been somewhat alleviated by some new space at 1212 Market, and plans for remodeling there are under way. This property will likely be used under a 5 to 10 year lease, and negotiations are in progress. Outright purchase of this building is not a viable alternative because there is no room for expansion.

The office has a Wang word processor and will soon have a full system of terminals. They also have a printing scanner. On our first visit we found typewriters among the most pressing equipment needs, and this has been somewhat improved with the purchase of a few new IBM Selectrics. Expanded use of the word processor will also relieve the situation.

Per year, the work load averages are: 100 formal opinions, 800 official opinions, 1500 pieces of legislation and 15 to 20 Charter amendments. In addition, the office also drafts ordinances and handles all lawsuits against the City. Mr. Agnost's staff is quite proud of the fact that 90% of the lawsuits against the Municipal Railway have been settled for sums under \$3,000.

At 100% budget, they are still short 5 people for optimum performance. There has been a 30% to 35% increase in work just on "countable" items. There have been increased demands from all City agencies, and the staff work has nearly doubled with the problems of special projects such as Wastewater, new construction at the Airport, the Moscone Center, etc. The Department of Social Services alone

CITY ATTORNEY'S OFFICE (continued)

uses 6 City Attorneys for legal work on their programs. Every time a new program is begun by a City agency, it contributes to the growth in use of the City Attorney's office.

RECOMMENDATION:

That a more diligent search be made for a suitable building near City Hall for better use and efficiency of the City Attorney's office. The constantly growing work load on the City's legal staff requires that more attention and better assistance be given to this department.

DISTRICT ATTORNEY'S OFFICE

On September 29, 1979, we visited the office of Joseph Freitas who has since been replaced through election. In his absence, we spoke with his assistant, John O'Brien, and Anson Moran.

Their space problems seem to out-weigh budget problems. Every office has two or more attorneys as well as their furniture, files, and equipment, which creates a great noise problem and a total lack of privacy.

We met with Mrs. Julie Ford who heads the Consumer Fraud Division. They have a van called the Complaint Mobile in which they visit neighborhoods where residents can lodge complaints and where members of the team can disperse educational material on how citizens can avoid being victimized. They visit senior housing and ethnic communities because these people are especially vulnerable to fraud. The most common "stings" involve furnace repair, roofing, and exterior siding. The Division is often accompanied by a group of retired professional musicians who provide entertainment and attract attention to the Complaint Mobile.

The Consumer Fraud Division is in serious trouble because of the lack of funds.

The District Attorney's office is involved in many areas other than criminal prosecution, such as pursuing collection of child support monies, family disputes, etc. The Family Support Bureau is at 814 Mission Street.

Earlier in 1979, personnel was cut to 70 people on the staff, including the attorneys.

We returned to the District Attorney's office on April 4, 1980, to visit the newly-elected Arlo Smith. He stated that his

DISTRICT ATTORNEY'S OFFICE (continued)

predecessor had over-spent the department's budget by almost \$400,000, and that he had been obliged to make drastic cuts throughout the department in order to offset part of that deficit. They have discontinued several of their programs and others are in jeopardy because of the cut-backs.

There is a severe shortage of equipment, one example being that there are only 8 dictaphones for 80 people. They do have word processors, but no regular operators - they are operated by secretaries and clerks.

The victim-witness program is in the most serious trouble. When people from other cities are victimized in San Francisco, they have usually left the area by the time the criminal is apprehended, and must be returned here to testify. This means the District Attorney's office must furnish travel fare and accommodations for the victim during the trial. While the City wants the criminals put away, they are very slow to pay the bills involved. Some hotels have refused to accept victim-witnesses because the City is so slow to pay, and those who do furnish accommodations must wait many months for their money. At present, there is a very important fraud case being delayed because of the expense. There are many witnesses to transport and house which would cost approximately \$100,000; but the City would recover between \$1 and 2 million if the case can be tried properly, with these witnesses.

In general, the office is run efficiently, the people are cooperative, cheerful, and hard-working. Morale is very good, considering the shortages of personnel and equipment.

WE RECOMMEND:

1. That the office be sufficiently funded to support the department's programs, especially the Consumer Fraud and the victim-witness program.
2. That the equipment be surveyed, replaced as needed, and additional equipment be procured.
3. That the offices be surveyed and possibly redesigned to ease the severe overcrowding and the lack of privacy for the attorneys and their clients.

PUBLIC DEFENDER'S OFFICE

The Grand Jury Committee first visited Mr. Jeff Brown on September 25, 1979. He had been in office only 9 months, but had

PUBLIC DEFENDER'S OFFICE (continued)

a firm hold on the department.

The department had 45 permanent attorneys plus 18 others of various status, none of whom had their own assistants or secretaries. Mr. Brown stated that his office was understaffed because the salaries, work loads and conditions were so much better in private law offices.

We visisted again on May 12, 1980. We learned that the office now has 24-hour phone service, even at his home. Mr. Brown has been able to add to the staff and now has 66 attorneys.

We toured the offices and found all areas very crowded with equipment and people; but the general mood was pleasant and everyone seemed to enjoy their work in spite of conditions. Many people put in free overtime and even take work home.

Mr. Brown believes the judges should give defendants more time to obtain private counsel and thus relieve some of the load on his office. After all, the purpose of the Public Defender is to provide counsel for those who can't afford it, and he feels the judges are too quick to refer people to his office. Also, he is trying to establish fee collection from clients, on a sliding scale. Section 987.8 of the Penal Code allows judges to set fees for the services of the Public Defender, but the section gives them no collection process. As it is, the Bureau of Delinquent Revenue (BDR) is supposed to collect overdue fees; but they have only one attorney who can barely keep up with the major collections. Since Section 987.8 assessments are smaller and more difficult to collect, they are at the lowest priority. One more attorney in the BDR could recover \$500,000 annually for the City. If one more attorney cannot be added to the BDR, Mr. Brown feels that this area should be turned over to a private collection attorney on a percentage basis.

Mr. Brown would like to see better Affirmative Action in his office, more minority people from the legal profession, a better program to provide an attorney with whom a minority client can identify. He wants his office to reflect San Francisco's racial and social diversity.

Mr. Brown is working on an office procedure manual. Civil Service "rules" and tradition are not enough, and he needs to have procedures and rules written clearly for all personnel at all levels, and to establish standards for caliber of work, lines of responsibility and authority, office rules such as Affirmative Action, grievance procedures, maternity leaves and rights, proper hours, etc.

PUBLIC DEFENDER'S OFFICE (continued)

The average attorney in the Public Defender's Office spends 1800 hours per year in court, leaving only 280 hours for preparation. They average 20 cases in Superior Court and as many as 100 cases in Municipal Court per month. According to national legal standards, no attorney should try more than 150 cases per year. Mr. Brown's attorneys are obviously tremendously overburdened, and this must create a high level of burn-out.

The Public Defender's office maintains a well-equipped and staffed wordprocessing room on the first floor of the Hall of Justice. They are not yet involved in the FIRM or Mangement by Objective computer programs, but Mr. Brown is looking forward to computerizing every possible area of his department.

The Grand Jury commends Mr. Brown and his staff for the enthusiastic attitude which prevails throughout the department in spite of professional personnel shortages and crowded conditions.

RECOMMENDATION:

That all judges take a serious look at Mr. Brown's proposals regarding extra time for defendants to secure private counsel; for establishment of a fee schedule; and for an additional attorney in the Bureau of Delinquent Revenues.

SHERIFF

We visited with Sheriffs Brown and Hennesey. We discussed the many problems of the Department most notably shortage of personnel and funding. The Department is responsible for providing food, clothing, medical care and shelter for the City and County jail system. It also provides bailiffs for the courts. Being over 40 deputies short has severely inhibited the Sheriff from fulfilling these duties.

Prisoners have complaints about the quantity and quality of food. We found the quality to be fair. On visiting the jails we found them to be clean and well kept.

Considering the fiscal and personnel constraints on this department, it would appear the Sheriff is doing the best job he can until some relief is made available. The services which the Department is required to provide are being handled, i.e., psychiatric and medical care, under very difficult circumstances. Training has continued apace and has been upgraded.

SHERIFF (continued)

RECOMMENDATION:

1. A serious look at the personnel and financial problems should be undertaken. Every effort should be made to restore the Sheriff's Department to its full complement to allow them to serve the people of San Francisco as we know they can.

ADDENDUM TO SHERIFF

The problem of escapes has been a continuing one. The chronic shortage of manpower which has plagued the Sheriff's Department for several years is the prime factor in these incidents. In the case of the major escape from the Hall of Justice there were 2 deputies assigned to monitor 164 prisoners. Another factor has been the practice of housing prisoners from other counties. Because of the lack of criminal demographics, indicating the seriousness of their offenses, the Sheriff was not alerted to their escape-prone or violent behavior. This practice has been stopped, and no prisoners from other counties are being housed in San Francisco jails. As soon as more courtroom space becomes available at 850 Bryant, the necessity of transporting prisoners to City Hall for trial will be eliminated, providing no opportunity for escape. This transportation to City Hall courtrooms has been another contributing factor. The Sheriff is doing what is possible to inhibit escape opportunities short of increasing manpower.

James E. Loyce, Jr.

Phyllis M. Schaumburg

Emmie L. Bryant, Chairman

DEPARTMENT OF PUBLIC HEALTH

OVERALL ASSESSMENT

The Civil Grand Jury made a comprehensive review of many, but not all sectors of the Department of Public Health (DPH). Overall our findings are that there are many excellent programs and individuals in the department, but there are a number of chronic problems that have long been identified. These problems include: (1) Lack of an adequate data base on the nature of clients and the services they receive. (2) Short term reactive planning such as to threats of loss of hospital accreditation. (3) Lack of adequate performance monitoring except when required by an outside body such as the Joint Commission on the Accreditation of Hospitals. (4) Excessively decentralized services that are not integrated or coordinated. (5) Decision making by the leadership subject to outside pressure groups due in part to a lack of management information system. (6) Muddled lines of authority between the CAO and Director of Public Health. (7) Lack of coordination between the DPH and private physicians to adequately meet the health care needs of the citizens of San Francisco.

This year several changes have occurred to set up new mechanisms to improve the overall management and administration of the department. The question remains: Is there significant commitment and leadership to follow through on these changes?

What are these mechanisms? For the first time in its history, the DPH has developed a comprehensive plan which sets forth the goals of the department as a whole and all the programs within it. Based on these goals measurable objectives have been written, which will be evaluated on a regular basis by the FIRM project. This is all tied into a program budgeting mechanism. The entire process if done adequately will be a dynamic systems approach to management which will allow for changes in the environmental factors effecting the department (e.g. decreases in revenues, influx of additional refugees, increasing numbers of dependent elderly, etc.)

Three significant staff appointments were made during the past year. Mr. Geoffrey Lang was named the Administrator of SFGH on May 6th after a nation wide search. He had been an administrator at the county hospital in Seattle which is affiliated with the University of Washington. Dr. Steven Estrine was appointed Program Chief for Mental Health. There were high hopes that he, as a strong manager would turn that program around from the abysmal condition that it had fallen into. His tenure was short stayed and this is discussed more fully in the section on mental health. The DPH has a new Deputy Director for Planning, Research, Evaluation and Program

DEPARTMENT OF PUBLIC HEALTH (continued)

Development. San Francisco is fortunate that Carol Emmott, Ph.D. accepted this position. Dr. Emmott's graduate training was in human ecology and political science. She worked in DHEW as a Special Assistant to the Deputy Assistant Secretary for legislation coordinating all activities in health legislation. She was also on the staff of the Health Policy Program at the University of California, San Francisco. Most recently, she was Deputy Director of Planning for the State of California. Thus, she brings to city government an intimate knowledge of the state and federal government from which DPH receives a large portion of its support. She will also be able to communicate effectively the problems and the programs of the DPH to these governmental bodies.

Responsible systems oriented management plus creative energetic staff support will bring order and rationality to the department, so that needs can be assessed and priorities identified, then the decision makers will have the leverage they need to withstand the influences of special interests. Programs can compete for limited resources based on their excellence and cost-benefits.

RECOMMENDATION:

THAT THESE NEW EFFORTS IN PLANNING AND EVALUATION, UNDER THE DIRECTION OF DR. EMMOTT AND HER STAFF BE SUPPORTED BY THE LEADERSHIP WITHIN AND WITHOUT DPH.

In many counties public and mental health are separate departments. In San Francisco, they are separate parts of one department, except in District 5, where there is joint administration. We have within the small area that comprises the county, two central administrations, plus nine district administrative staffs for mental and public health services. There has been little cooperation between districts and considerable negativity instead. Standards have been nonexistent, as well as program monitoring. In mental health where \$25 million supports programs, adequate fiscal controls have been lacking, in part because monies have been placed in the general fund. The new program budget accounting system should remedy this.

RECOMMENDATIONS:

PUBLIC AND MENTAL HEALTH SERVICES SHOULD REMAIN PART OF ONE DEPARTMENT, SO THE TOTAL HEALTH NEEDS OF CLIENT CAN BE MET. THIS WILL REQUIRE INCREASED INTEGRATION OF SERVICES UNDER ONE CENTRALIZED ADMINISTRATION AND MANAGEMENT INFORMATION SYSTEM.

DEPARTMENT OF PUBLIC HEALTH (continued)

OUT PATIENT SERVICES SHOULD CONTINUE TO BE AVAILABLE IN THE NEIGHBORHOODS, AND COMMUNITY ADVISORY BOARDS AND THE MENTAL HEALTH ADVISORY BOARD SHOULD CONTINUE TO EXIST.

The most important component in modern management is a computerized management information system (MIS). For example, we asked Emergency Medical Services what type of patients were served at Central Emergency and were told there was no data available other than numbers of visits due to shortages in the clerical staff and the lack of time to hand tabulate any data if it were collected. We find this inexcusable.

We met with Ms. Margaret Turner-Thomas and were surprised to find that her title is actually Director of Medical Records for the entire DPH, when in fact, she has staff to run the record department at SFGH and the one at Laguna Honda. The highest priority has been to bring SFGH into compliance so it would receive its accreditation. Ms. Turner-Thomas has outlined her staff needs and plans to serve the entire department and submitted them to her Superiors and to the CAO.

A uniform data set should be collected for all patients in every DPH setting so that meaningful comparisons can be made. It has been suggested that all DPH clients have the same identification number so that the services they receive could be tracked from setting to setting.

We also met with Larry Stangle the Chief of EDP/MIS. He stated that the major MIS problem is that there has been "uncoordinated growth" in data systems. Mental health has three systems and data from each cannot be integrated, also the quality of the data is questionable. Mr. Stangle stated that using an encounter form which integrates both data collection and billing, serves to improve the quality and quantity of the data as well as generate increased revenues.

RECOMMENDATION:

1. THAT THE DIRECTOR OF MEDICAL RECORDS BE GIVEN ADEQUATE STAFFING SO THAT THERE COULD BE COORDINATED COLLECTION OF DATA FOR ALL PATIENTS SEEN IN ANY DPH SITE.

2. THAT ASSURANCES BE MADE TO SEE THAT THIS DATA IS OF

DEPARTMENT OF PUBLIC HEALTH (continued)

THE HIGHEST QUALITY AND THAT IT IS USED FOR PROGRAM PLANNING AND EVALUATION.

3. WHERE APPROPRIATE DATA COLLECTION SHOULD BE TIED TO A SYSTEM FOR REVENUE GENERATION.

There are "too many bosses" when it comes to carrying out policy. Too often the CAO interferes with the running of DPH instead of allowing the director and his staff to operate the department; for example, in delaying the release of a quarter of a million dollars designated to study the future of Laguna Honda Hospital or the delays in resolving the administrative problems at SFGH that have so far caused two administrators to quit.

DPH also lacks public support. Witness the defeat of propositions to permit civil service exempt administrative positions. A Commission on Health has been proposed on several occasions and has yet to be placed on the ballot. The second draft of the Charter includes a Health Commission. This Commission would be composed of seven consumer and health professional members and would report directly to the Mayor as do the other Commissions. It would be free to set policy related to programs that are not mandated by law. The Commission would then either maintain the present director or select one of their own. It is key that the director be willing to carry out the policies of the Commission. The Commission would more directly represent the interests of the citizens than the current arrangement does now.

RECOMMENDATION:

A COMMISSION ON HEALTH SHOULD BE ESTABLISHED EITHER THROUGH THE NEW CHARTER IF IT PASSES, OR BY BALLOT PROPOSITION AS A BACK UP MEASURE IN NOVEMBER 1980 OR IN JUNE 1981, IF NECESSARY.

What is the role of the private medical community and the DPH in providing health care services for San Franciscans? We feel there is a lack of clarification and coordination of roles. The California Medical Association lists the total physician population of San Francisco as of December 1978 as 4,229. The number in office based practice is 2,180; thus for every 290 people there is one office based physician available. This ratio is the highest in the U.S.A. and possibly the world. The number of hospital beds (mostly north of Market) also exceeds what is needed. The marketplace has never influenced supply and demand in health care. A

DEPARTMENT OF PUBLIC HEALTH (continued)

recent newspaper article listed fees by San Francisco surgeons as among the highest in the United States. In fact, opposing market forces prevail whereby fees are raised so as to maintain a high income while working fewer hours. With all these resources, the indigent largely depend on the DPH for services. MediCal rates have not kept up with inflation, so even more poor people will be treated inadequately in the private sector or will seek out public services.

DPH's primary goal is to serve those clients who do not have access to the private sector because of financial, ethnic, cultural or geographic barriers. The DPH has the capacity to share with the private sector in providing certain types of services, namely preventive care, routine exams and health education which are not usually covered by medical insurance. MediCal rates are so low that private physicians cannot take the time to provide these services. Thus, many patients often do not receive these services, because of their cost.

RECOMMENDATION:

A REFERRAL RELATIONSHIP BETWEEN THE DPH AND THE PRIVATE SECTOR. THE SAN FRANCISCO MEDICAL SOCIETY SHOULD BE WORKED OUT WHEREBY SOME PATIENTS RECEIVE PREVENTIVE CARE, ROUTINE PHYSICAL EXAMS, FAMILY PLANNING, MONITORING OF BLOOD PRESSURE, AND HEALTH EDUCATION FROM THE PUBLIC SECTOR. THESE SERVICES WOULD EITHER BE PROVIDED FREE, ON A SLIDING SCALE OR MEDI-CAL SUBSIDY BE ARRANGED.

This section of the Grand Jury report contains 28 recommendations, most of which do not require additional fiscal resources. We would hope that serious consideration be given to these recommendations and that they are used to support and accelerate changes that are necessary.

SAN FRANCISCO GENERAL HOSPITAL

SFGH's mission is to provide the highest quality of medical care to people in need. Its mission has been stated by the Executive Committee of its Medical Staff. First, it serves patients who have no other resources. Second, it provides primary medical care and psychiatric crisis care for residents of the southeastern half of the City. It also manages three satellite clinics in South

DEPARTMENT OF PUBLIC HEALTH (continued)

of Market neighborhoods. Third, its trauma center (one of the best in the USA) and emergency services serve all residents and visitors to the City. And fourth, the hospital provides regional services for trauma, poison control, burns, renal dialysis, occupational health, and the jail medical service.

We would like to believe that some of the serious deficiencies at SFGH are finally being addressed and steps taken to solve them, given the lack of progress over the years, we have some concerns. For the first time since 1975, SFGH has received a full two year accreditation from the Joint Commission for Accreditation of Hospitals. Steps are underway to plan for the implementation of an Enterprise Funding system for the hospital. A contract was let to A. Anderson Inc. for this purpose. Enterprise Funding will give the hospital fiscal autonomy and responsibility. Most funds come from state and federal sources and the hospital will contract with the city for the funds needed to care for indigent and non-eligible patients, (prisoners, part pay patients, non-refugee immigrants). It is estimated that the change to Enterprise will occur in the next 18 months to 2 years, when the hospital will be able to demonstrate adequate fiscal management. Up to now all billing has been done via the central computer and delays have been chronic. Even so SFGH was able to generate \$1.1 million more than budgeted this year. A new computer began operation May 1st, and now the patients' bills will be ready in days. The new computer system will also provide information on labor allocations, productivity, utilization of services, etc. It is estimated that an additional \$5 million will be collected this coming year. When SFGH has fiscal integrity like any other major medical center then Enterprise will be implemented. Only then will they be given the flexibility needed in personnel and purchasing.

Meanwhile the hospital continues to be plagued by chronic shortages in personnel and supplies. This fact was brought home with the threat of a strike by the SFGH interns and residents. The contract that they had with the City terminated last February. Three months were spent attempting to negotiate a new contract. It could not be done because the housestaff wanted to include for the first time quality of care issues related to staffing and supplies. Three days before the strike the Mayor intervened and together with the City's labor relations specialist, a formal Declaration of Intent was signed by all parties, including the Mayor. This Declaration states that in the next few weeks a separate document will be made to assure adequate staffing and 24 hr. translators, that the floor laboratories would be stocked, and that other equipment such as wheelchairs would be obtained. A committee would be established between DPH and housestaff to assure adequate communications. We were informed by the new administrator, that the hospital already has adequate funds to carry out the agreement that the problem was the lack of good systems

DEPARTMENT OF PUBLIC HEALTH (continued)

management to see that what is needed is available! The use of quality of care issued by the housestaff is a new creative avenue of approach to resolving serious problems at SFGH. We hope it works.

RECOMMENDATION:

DPH AND THE MAYOR SHOULD FOLLOW THROUGH ON THEIR "DECLARATION OF INTENT" AS QUICKLY AS POSSIBLE TO ADEQUATELY STAFF THE HOSPITAL WITH PERSONNEL AND SUPPLIES TO IMPROVE QUALITY OF CARE, STAFF MORALE AND THE PUBLIC IMAGE OF SFGH.

We found that SFGH did not have an adequate inventory, but that an outside contractor has been hired to do an inventory and set up a computer system so that annual updating will be possible.

We were very impressed with Ms. Margaret Turner-Thomas, the Director of Medical Records for DPH. Her office is at SFGH and her most immediate concern was improving the hospital's medical record department which was holding up JCAH accreditation. Salaries in her department are lower than in private hospitals so there is a high turnover of employees. In spite of this she has improved employee morale and provided opportunities for upward mobility of her entry level employees.

Mr. Charles Windsor resigned in frustration in the fall of 1978. Mr. Frank Puglisi was then named Acting Administrator. A search was conducted for a new administrator and Mr. Puglisi's name was in the running. He too resigned in October 1979 due to the lack of progress in naming an administrator and in implementing needed changes. Mr. William Kerr the Administrator of the U.C. Hospital was named Acting Administrator until Mr. Geoffrey Lang was appointed and began employment in May. For Mr. Lang to function he needs an able staff and a reasonable administrative structure under which he can get things done, flexible personnel policies, ability to order needed equipment quickly. The Civil Grand Jury hopes that needed change will continue to occur to SFGH, so that Mr. Lang will stay around for a while and not quit in frustration, like his predecessors.

The City has contracted with A. Anderson Inc. to examine the contractual relationship between itself and UCSF. The Anderson study clearly states that the affiliation with UCSF is a cost effective one and results in quality patient care although the City's interests are not adequately protected. Numerous problems were identified such as the lack of one person to speak for UC, the million dollar plus deficit that UC had incurred, the lack of strong administration within SFGH, and the arrangement whereby UCSF operates several departments. Over the next year a new contract will be written, which should assure the City a more equitable arrangement with UC than it has now.

DEPARTMENT OF PUBLIC HEALTH (continued)

The governance of SFGH was an issue ten years ago, when a committee of community people began to work together on the issue as requested by the Board of Supervisors. Their report was filed away and now the Board recently asked the West Bay Health Systems Agency to do a study of the hospital. The study was completed in January 1980 and it requests that the Board hold special hearings on the governance of SFGH; these have yet to occur, the study also made recommendations on management and fiscal issues.

RECOMMENDATION:

THE BOARD OF SUPERVISORS SHOULD FOLLOW UP ON THE RECOMMENDATIONS CONTAINED IN THE WEST BAY HEALTH SYSTEMS AGENCY STUDY WHICH THEY REQUESTED TO BEGIN WITH. IT SHOULD STOP STUDYING AND START ACTING!!

In the past, there had been a Community Advisory Board of SFGH. This Board was reconstituted several months ago but has only met one time. This Board has a lot of work to do, to keep up the momentum if Enterprise is to occur. It would also be a prototype for a governing board for the hospital.

RECOMMENDATION:

THE SFGH COMMUNITY ADVISORY BOARD NEEDS TO MEET ON REGULAR BASIS AND HAVE STAFF SUPPORT. THE BOARD SHOULD PLAY A MAJOR ROLE IN SETTING POLICY FOR MOVING SFGH INTO THE 21ST CENTURY AS A MODERN, FISCALLY SOUND INSTITUTION OF HIGH QUALITY.

MUNICIPAL EMPLOYEE HEALTH PROGRAM

SFGH is developing a Municipal Employees Health and Safety Research Center, under the leadership of Drs. Richard Fine and June Fischer. The initial components are in place. A bottom floor in one wing of the old hospital has been tastefully remodeled into a spacious suite. Currently the staff are doing close to 10,000 physical exams for city workers, this includes all civil service pre-employment and promotional exams, all bi-annual exams for Muni drivers class two licenses, all CETA pre-employment exams as well as brief annual exams for hospital workers. They are currently doing some special projects with the Fire Department in

DEPARTMENT OF PUBLIC HEALTH (continued)

stress testing as well as consulting concerning the hazards of toxic chemical exposure.

They plan to initiate special health programs for Muni drivers. One will be physiological monitoring of drivers while working. Another will be routine monitoring of blood pressure at the car barn when drivers change shift. A program of alternative (medication, biofeedback, etc.) therapy will be made available to hypertensive Muni drivers. This program has great potential in reducing the \$1.2 million (second only to \$1.7 million for police) paid out in disability cost to 18% of Muni drivers last year.

SFGH conducts an Occupational Health Clinic every Tuesday evening which is available to all city residents, it is staffed by faculty physicians and volunteers. They evaluate workers who feel they have work induced health problems as well as those who feel their health could be affected by their work environment. Several unions are cooperating in this project.

Additional funds are being sought to hire a core research staff of industrial hygienists, biostatisticians and others, who will be able to expand these initial efforts. Also SFGH is the Poison Control Center and the Northern California Occupational Health Center which is training industrial hygienists, toxicologists and nurses and physicians.

Long range planning for the Center would include establishing a public workers HMO for funding. It would be run by a group medical practice. The Center will be able to use the data on frequency of disability (as they are now with the Muni) to analyze causes and design programs to reduce the hazards which cause disability.

There is national recognition of the importance of, as well as federal funding for occupational health, and SFGH is taking a leadership position in developing an excellent program of teaching, research and clinical service.

Originally all city workers who had work related injuries were cared for at SFGH. About five years ago this function was transferred to St. Francis Hospital and the Franciscan Treatment Room was established. Currently they have 11,906 patient visits per year and \$3.8 million in medical costs were paid out.

RECOMMENDATIONS:

1. THE CIVIL SERVICE COMMISSION SHOULD FOLLOW VERY CLOSELY THE DEVELOPMENTS AT THE MUNICIPAL EMPLOYEES HEALTH CENTER AND CONSIDER

DEPARTMENT OF PUBLIC HEALTH (continued)

TRANSFERRING BACK TO SFGH THE RESPONSIBILITY FOR WORKMANS COMPENSATION, BECAUSE THE FOCUS OF THIS PROGRAM IS MORE COMPREHENSIVE AND ORIENTED TOWARDS PREVENTION AND MONITORING OF HEALTH STATUS.

2. FUNDS SHOULD BE SOUGHT FOR A FEASIBILITY STUDY OF A PUBLIC WORKERS HMO AT SFGH.

LAGUNA HONDA HOSPITAL

Laguna Honda Hospital (LHH) continues to be plagued by the same chronic problems that have been identified in prior Grand Jury reports, i.e., inadequate reimbursement levels from MediCal, uncertainty concerning the safety and legality of the physical plant, reduced numbers of beds and lack of planning for the long term needs of the increasing elderly indigent population. This year perhaps there is a "ray of hope" that most of these problems will be solved or faced and dealt with. At this writing none have been, but as usual there are plans.

RECOMMENDATION:

THE NEXT CIVIL GRAND JURY MUST CONTINUE TO MONITOR THE STATUS OF THESE PROBLEMS.

Reimbursement Levels - The original intent of the 1966 MediCal legislation was to have state and federal subsidies for the indigent to receive medical care from either the private or public sector. In 1968-69 only 12% of LHH costs were ad valorem. With MediCal "reform" of the seventies, this has increased to a current level of 43%. This means more than \$9 million is payed out of local taxes. Fiscal reform as mandated by Proposition 13 demands reduction of this heavy dependence on the local tax base. Currently the city receives only \$30/day for most patients. This is sufficient for light care patients, but only 1/3 of the LHH patients are light care. Many LHH patients are those who have been refused from private nursing homes because they are too difficult and costly to care for. In Most other states the Medicaid program picks up a more realistic share of the cost.

In 1979 the state legislature directed the State Department of Public Health to revise the reimbursement rates for MediCal for large public hospitals. Finally early this year a new proposed rate was established which would reimburse LHH at possibly the actual cost or close to it. At this writing the proposal has been approved by the

DEPARTMENT OF PUBLIC HEALTH (continued)

State, but is being held up at the regional Department of Health and Welfare before being sent to Washington for final approval. Individuals knowledgeable locally about these issues feel that the federal government will pay its share of the higher rate. The new rate is expected to go into effect sometime this year, and should save the San Francisco tax payer from \$6 to \$10 million. LHH is to be congratulated for its success in negotiating with the Medicare program to double reimbursement this past year from 1 million to 2 million dollars. Currently they contract with National Cash Register for billing, and are able to send out bills one month after services; their goal is 2 weeks. Eventually they maybe tied into the SFGH computer for billing.

PHYSICAL PLANT

Over the past three years safety has been improved by adding sprinkler systems, fire doors, etc. This has cost one million dollars per year over the past three years. There have also been extensive improvements in the medical records department. A new tray line system was purchased for the food service department which allows for better temperature control of the food as well as more selection and portion control. This flexibility should increase patient satisfaction and decrease wasting of food. Seismic Safety of the facilities is still in question. There are over \$250,000 in the CAO's office for an architectural study of the facility. We were told that finally this study will begin as it is key to future planning for the facility.

The delays in the reopening of Clarendon Hall is one of the most serious issues in the DPH. When we first met with Dr. Silverman (Oct. 1979) we were told it would be open "early in 1980". During the writing of this report, this date was moved up two times so that now the scheduled opening is early in 1981. Delays have been attributed to the contractor, inflation, the reimbursement issue, etc. Clarendon Hall will provide 170 beds, two-thirds for light care and one-third for medium care patients. The shortage of nursing home beds in San Francisco is acute and thousands of poor elderly persons must be placed outside of the city. Although we asked many sources this figure could not be determined. Once placed outside the city these people are forgotten! We were told that on August 15, 1979; 134 patients could have been placed at LHH, 70 of which were in costly acute care hospital beds. LHH can admit only 266 new patients/year. Clarendon Hall is almost ready to be opened. All it takes is a commitment from the CAO and the Mayor to do so. The elderly needing nursing home care have no political clout so instead of opening Clarendon, these continual delays occur.

DEPARTMENT OF PUBLIC HEALTH (continued)

RECOMMENDATIONS:

1. THE DIRECTOR OF DPH SHOULD PROVIDE TO THE BOARD OF SUPERVISORS A TIME TABLE OF WHAT NEEDS TO BE DONE BEFORE CLARENDON HALL OPENS AND THE DATE IT IS EXPECTED TO OPEN.

2. THE NEW GRAND JURY SHOULD MONITOR THIS ISSUE AND IF FURTHER DELAYS OCCUR SHOULD IMMEDIATELY BEGIN AN INVESTIGATION AND ISSUE AN INTERIM REPORT.

The 1975-76 Grand Jury was very successful in resolving the problem that delayed the opening of SFGH. During the year LHH was threatened with loss of its accreditation by July 1980, due to the open ward arrangement. Medicare and MediCal regulations require a maximum of four patients per room. Remodeling the hospital, making the open 15 to 30 bed wards into four bed rooms would decrease the number of patients, increase the staff to patient ratio, and cost more than is available given current fiscal realities. Hospital staff also feel that the open ward arrangement assures safety and encourages socialization. In speaking with DPH personnel we felt that their defense of this position was weak in that they did not have any evidence concerning similar facilities or expert outside opinion on the value of open wards in nursing homes. During the spring LHH was visited by federal personnel who inspected the various improvements in safety, visited Clarendon Hall (which will have four bed rooms) and were told of the impending seismic study and needs assessment. Another waiver was obtained until June 30, 1981. The federal regulations affecting long term care have been rewritten, but have not yet been published.

RECOMMENDATION:

IF THE NEW REGULATIONS CONTINUE TO RESTRICT THE USE OF OPEN WARDS THE DPH SHOULD DO A POLICY ANALYSIS OF THIS REGULATION AND LOBBY OUR CONGRESSIONAL REPRESENTATIVES TO EITHER HAVE IT CHANGED OR TO OBTAIN THE FEDERAL FUNDS NEEDED TO REMODEL THE HOSPITAL.

The 1977-78 Civil Grand Jury report mentioned that a study was in progress on the needs of the elderly in the year 2000. We found out that the study was never begun! This study will look at

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the use of LHH as a day care center for frail elderly, the provision of respite care, as well as some beds being used for hospice care. The study will consider LHH as a part of a city wide long term care network. In a very limited way LHH is being used for respite care as part of Mt. Zions' project to keep several hundred chronically ill patients out of nursing homes. Medicare will pay \$74 per day instead of \$30, when these patients need respite care. There seems to be ample room at LHH for a day center. Facilities on the lower floors such as the theater, clinics and dining room all seemed to be under-utilized and could serve nicely for such a center.

RECOMMENDATIONS:

1. THE LONG TERM CARE PLANNING STUDY AND LHH'S ROLE IN IT SHOULD BEGIN IMMEDIATELY.
2. A DAY CARE CENTER FOR THE FRAIL ELDERLY SHOULD BE OPENED AT LHH.

Other hospitals in San Francisco serve wine and beer to patients, yet this is denied to the patients at LHH.

RECOMMENDATION:

AN ORDINANCE SHOULD BE PASSED BY THE BOARD OF SUPERVISORS PERMITTING A LIMITED BEER AND WINE LICENSE FOR THE PATIENTS WHO MAKE LHH THEIR HOME, UNLIKE PATIENTS IN ACUTE HOSPITAL WHO ARE THERE A WEEK OR LESS.

We also learned that LHH has a chronic shortage of nurses with close to 50 openings for employment. Nurses overall prefer acute care younger patients. The recent 14% salary increase and the defeat of Proposition 9 should help. We feel that if LHH diversifies its programs it will become a more interesting place to work and will attract more nurses.

COMMUNITY MENTAL HEALTH SERVICES

Community Mental Health Services (CMHS) has the second largest DPH budget (\$24.6 million), only \$3 million of this sum is from ad valorem support. Much of the funding is from state and federal sources to implement national policy to treat the mentally

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ill in their own communities and not warehouse them in large state institutions. Ten years ago, 5,446 San Franciscans were housed at Napa, last year 793 were. Have we met the challenge to provide quality community based services? We don't even know, because up until now there have been no standards, no monitoring mechanism to give us the answers we need.

Administrative deficiencies were noted in a 1975 state review, again in the Steve Thompson Study in 1977 and most recently in a short state audit in March 1979. The conclusions and recommendations of that audit bear repeating:

CONCLUSIONS:

"The Mental Health Program seems to be anticipating a significant infusion of new funds even though the various financial sources seem to be contracting. The program does not currently possess a management information system capable of identifying marginal programs so that appropriate redirections of resources can be made. Temporary cutbacks are being made without benefit of system-wide information and new programs are being mounted, financed from savings accruing from temporary cutbacks."

RECOMMENDATIONS:

"THE CITY/COUNTY OF SAN FRANCISCO MUST RECOGNIZE THAT THE COMMUNITY MENTAL PROGRAM IS A COMPLEX MULTIMILLION DOLLAR PROGRAM THAT REQUIRES A STRONG CENTRAL ADMINISTRATION TO EFFECTIVELY CARRY OUT THE MANDATES OF THE PROGRAM. GREATER PRIORITY MUST BE GIVEN TO FILLING THE HIGH LEVEL MANAGEMENT POSITIONS THAT ARE CURRENTLY VACANT."

In process at this writing is an indepth financial and program audit of the CMHS in San Francisco being done by the State of California. Considerable effort has been made to reorganize the Central Administration but there has not been time to shape up the District programs. The Districts have functioned very independently; there are excellent programs, but many deficiencies too. In the districts, little change (other than the curtailment of programs) is expected to have occurred in the past year, and the findings of the current audit could have serious consequences for San Francisco as the State Director of Mental Health has the power to cut funding until the program meets minimal standards.

DEPARTMENT OF PUBLIC HEALTH (continued)

Steven Estrine, Ph.D. became Program Chief in June 1979. He had previously been a strong CMH administrator in New York City. He terminated his employment early in 1980. He knew in principle how the CMHS should be managed and began to institute changes primarily in Central Administration. For the most part, his concepts of management were excellent; unfortunately, his interpersonal skills were lacking and he alienated many of his associates. Sensitivity in relating to others especially in a multi-ethnic community like San Francisco should have been a prime criterion in selecting a Program Chief, and we wonder why this aspect of his qualifications was neglected when he was selected. We hope this will not happen again. Before Dr. Estrine left CMHS, he prepared a statement some of which bears repeating: He found no systematic approach to services, no listing of citywide or district contracts, no updated list of staff members, no organizational structure, or usable MIS system. Thus, no defined target population or prioritization of high risk, high need populations, no monitoring of contracts or analysis of workload levels and no standardization of policy and procedure with no attempts to systematically audit programs in terms of objectives. Another deficit is the lack of affiliation-linkages between service provider within or between districts.

We choose to discuss three situations that have been brought to our attention, namely the Board and Care residential population, minority mental health programs and funds owed by Westside to institutional contractors.

Residential Care Population - Chronic psychiatric patients without family support who need a sheltered living environment live in Board and Care homes. The state allows approximately \$300/month for their support. Most live in groups of six to a home. Some larger homes do exist. The director of the home (once expenses are paid) is almost as poor as the residents and barely able to do more than the minimum required by law.

We found that it was very difficult to obtain adequate comprehensive information concerning this very needy and dependent population. This was because some homes are for the aged (over 64 years), others for the 18 to 64 year age group, most for mentally disabled, but some for developmentally disabled too. Each district mental health center attempts to coordinate services to the homes, but often in an uneven manner. We were able to roughly identify about 150 Board and Care homes with a resident population of about 1,200. About 1/3 of the homes are for the aged with the major portion in the Sunset. Most of the homes for the younger age group are located in the Sunset and Western Addition districts.

Each client has a MediCal and/or Medicare card and private

DEPARTMENT OF PUBLIC HEALTH (continued)

psychiatrists and primary care physicians are available to each home. Some of these physicians are very conscientious, others provide only token service. We spoke to several agencies concerning this population and all agreed that services are uneven and that a program of case management and 24 hour crisis intervention is urgently needed. Dr. Estrine had this as a high priority before he departed. The Commission on Aging is planning on hiring an ombudsman to organize volunteers to assist the 65 and older population. The Department of Social Services plans within the next few years to supply such a service, which would be modeled on the support program they are designing for foster children. The Public Health Nurses in District 5 have offered their services to the large number of Board and Care homes in the Sunset. The Public Guardian stated that many of these clients are being referred to him for conservatorship and he simply does not have the funds to support this population.

We understand that residential services will now be provided through Central Administration and not through the Districts. We believe that this is an appropriate idea and could insure equitable supervision of mental health services to the homes.

RECOMMENDATIONS:

BOARD AND CARE RESIDENTS NEED SERVICES FROM MORE AGENCIES THAN CMHS. WE RECOMMEND THAT THE MAYOR'S COUNCIL FOR COORDINATED HUMAN SERVICES SHOULD: 1) DEFINE THE TOTAL ADULT DEPENDENT POPULATION, 2) ASSESS THE SERVICES THEY ARE RECEIVING FROM A MULTITUDE OF AGENCIES, 3) SET STANDARDS FOR MINIMUM SUPPORT SERVICES AND 4) ASSURE THE PROVISION OF CASE MANAGEMENT AND CRISIS INTERVENTION AND INTEGRATE REMAINING SERVICES. THIS TASK SHOULD BE DONE AS SOON AS POSSIBLE.

Payment Delays to Hospitals - We learned just weeks before the end of our term that several hospitals that contract with the Westside Mental Health Consortium have serious problems in being paid on time or sometimes being paid at all. The reasons that this has occurred are (1) the lengthy process and delays in contract reviews. (This is in the process of being modified.) (2) Revision of state mental health funding regulations. (3) Over commitment of funds that did not exist, during the tenure of Dr. Goldman the former director. Pacific Medical Center (PMC) billed Westside for services.

DEPARTMENT OF PUBLIC HEALTH (continued)

provide during the summer of 1979 and was not paid until April 1980. During 1976-77, Westside could not account for \$900,000 owed contractors. Whether Westside ever received the money in the first place is in question. Payment of this money has still not been settled and \$400,000 of it is owed to PMC.

We understand that several other smaller private non-profit contractors have had similar problems. We expect that the state fiscal audit that is in process will be able to untangle this mess and that new Central Administration fiscal controls will assure that this never happens again.

Minority Mental Health - On February 14, 1980, we received a request to look into the alleged allocation of \$2.5 million for minority mental health programs during 1978-1979. To date we have not been able to document that this amount of money was specifically earmarked for minority programs. An additional \$3.5 million was granted to San Francisco during this same period, which was used to meet deficits encountered during the year.

Although both City and State personnel say that the money was earmarked for minority programs, we were unable to obtain anything in writing from CMHS files (we were told the files were missing) from Donald Stockman's, (the state DMH regional official), Assemblyman Willie Brown's or Art Agnos' offices. In fact, a letter dated August 17, 1978 from Agnos to Goldman talks about minority programs receiving high priority but at the end states the "minority programs should get the 20% (of \$2 million) that I was led to believe they would receive."

Further, Estrine wrote before he left, that Mr. Doyle, the CMHS accountant, said that it is not clear how Goldman used the minority mental health money since he would not allow cross-referencing of promised allocations with the amount placed eventually in the CMHS budget request. Also, allocations promised to one contractor were frequently reduced or altered by CMHS without the contractor being made aware of this development. The Instituto Familiar in the Mission was originally allocated a budget of \$900,000 by Dr. Goldman, but when Dr. Estrine received their allocation in July 1979, it was \$160,000.

The closure of Pacific Psychotherapy Associates (PPA) occurred two years after Harvey Rose noted discrepancies in their finances. Rather than holding PPA accountable and demanding improvement, the situation continued to worsen so that when programs had to be cut last fall they were eliminated. PPA provided a major amount of outpatient services to the black population of the Western Addition. These patients of PPA have been absorbed into the regular CMHS program. CMHS summarized the effect of recent cuts on minority programs. They

DEPARTMENT OF PUBLIC HEALTH (continued)

stated that services to Hispanics have increased with the opening of the Instituto. Services to Asians have held the line and services to Blacks have been reduced. Gay services have been reduced with the shift of the Center for Special Problems to Forensic Services and the reductions at the Tenderloin Clinic. However, Operation Concern has been expanded considerably.

The budget cuts in 1979 were made so that resources would focus on the acute and chronically ill. Specialized minority programs are generally directed to outpatient and outreach services. CMHS are attempting to hire minorities when the few vacancies open up. They are now certifying the bilingual ability of all workers in bilingual slots.

Over the past year more than \$5 million worth of programs were cut, because the money was simply not there to pay the bills. The public was outraged by the cuts, but it comes as no surprise knowing the history of fiscal mismanagement as outlined above. The hardest part of the cuts has been the closing of acute psychiatric beds. This has resulted in a 15 to 20% increase in criminal psychiatric admissions. San Francisco Suicide Prevention has reported a 40% increase in calls over the past year, mostly from the chronically ill and violent. (San Francisco Examiner 5/26/80). We then attempted to obtain 1979-80 suicide statistics, from the coroners office and from vital statistics, but they will not be hand tabulated until July. San Francisco has the highest suicide rate of any large urban city and these statistics should be available now so that if there has been a significant increase this information could be used for program planning. Since the day treatment programs which serve to prevent hospitalization are fragmented and uncoordinated, they have been unable to meet the need imposed by the closure of the acute beds.

It has been decided that hospital and residential programs will be administered from Central Administration and day treatment and outpatient services will continue to be decentralized.

We wonder can things get any worse and who would be willing to replace Dr. Estrine as Director of CMHS? We wish to congratulate Mr. William Cunningham, who is the acting director, for trying to bring some order to the system. He formerly directed District 5 which has been the best managed CMHS program of all districts. He is well respected by CMHS staff and contractors.

RECOMMENDATIONS:

1. THE NEXT JURY SHOULD REVIEW THE STATE AUDIT AND MONITOR ALL RESPONSES TO IT.

DEPARTMENT OF PUBLIC HEALTH (continued)

2. THERE SHOULD BE NO DELAYS IN IMPLEMENTING SOUND FISCAL AND PROGRAM MANAGEMENT IN CMHS. THIS SHOULD INCLUDE INCREASED COOPERATION AND AFFILIATION-LINKAGES BETWEEN PROGRAMS WITHIN AND AMONG DISTRICT CENTERS.

3. WE STONGLY RECOMMEND THAT DISTRICT CENTERS CONCENTRATE ON PROVIDING SERVICES, AND COOPERATE IN STANDARD SETTING, DATA COLLECTING AND PROGRAM EVALUATION UNDER THE DIRECTION OF CENTRAL ADMINISTRATION.

PUBLIC HEALTH SERVICES

This is not a comprehensive review of all services but a selected review of some.

Birth and Death Registry - The Civil Grand Jury was requested to investigate this division, based on a complaint of three month delays in obtaining a birth certificate by mail. This situation was reviewed and serious problems identified. This division charges fees and is capable of being self supporting, yet it has severe staffing shortages and is more than six months behind in responding to mailed requests. This author has not yet received (June 30) birth certificates requested in January. In the recent past the registry had 6 CETA employees and 2.5 positions from a federally funded special project to convert to an EDP retrieval system. During the past year 5 of the CETA positions were terminated and the special project was cancelled. This was a net loss of 7.5 positions, with no means of replacement, since the positions were not permanent. Finally the bureaucracy is beginning to move and priority given to revenue generating departments. Currently the registry has 12 of 13 positions filled and 4 more slots have been requested. Meanwhile the head of the registry and the statistician have had to help out in the processing of certificates, while statistical reporting has been side tracked for the time being. We were glad to hear that concerned out of town people who phone asking about delayed certificates are served immediately. However the phone line is usually busy which adds to the frustrations as does the curtailment of window service to half days. The federal supported EDP conversion project was cancelled due to errors in selection and design of the system. EDP would speed up issuance of certificates, but there is no money to correct the

DEPARTMENT OF PUBLIC HEALTH (continued)

problems in the current inoperable system.

The Civil Grand Jury is appalled by the poor leadership and short sighted planning that allowed this department to become dependent upon short term CETA workers, rather than a proper level of permanent Civil Service personnel. We also find the misuse and waste of federal monies on a inoperable EDP system inexcusable. The Operations Analysis team has looked at the function of this department and has made recommendations.

RECOMMENDATION:

STEPS SHOULD BE TAKEN TO SEE THAT THE REGISTRY IS ADEQUATELY STAFFED AND EFFICIENTLY OPERATED. EDP SHOULD BE INTRODUCED AS SOON AS POSSIBLE AND THE REGISTRY MUST ONCE AGAIN BE RESPONSIVE TO THE PUBLIC AND SELF SUFFICIENT AS WELL.

Communicable Diseases - San Francisco has had the dubious distinction of having the highest rates in the US of TB and of venereal disease. This year we have maintained our position but have quantum increases in the rates of TB up from 340 new cases/100,000 population to 471, enteric diseases was 141 new cases/100,000 and has jumped to 312 and hepatitis increased from 339 to 596 cases/100,000. Syphilis cases actually decreased slightly, but is still seven times the national average. The gonorrhea level essentially remained the same.

When visiting District Health Center No. 4 we learned that a physician specialist in TB had resigned and there was fear that the job freeze would preclude hiring a replacement. We investigated and found that the physician was replaced. We were shocked that anyone would even question replacing this physician when the statistics prove a serious need for adequate detection and care of TB cases.

RECOMMENDATIONS:

1. PRIORITIES MUST BE ESTABLISHED BASED ON DATA, SO THAT THERE IS NO QUESTION THAT VITALLY NEEDED SERVICES MIGHT BE INTERRUPTED.
2. ADDITIONAL RESOURCES SHOULD BE MADE AVAILABLE TO EDUCATE AND SCREEN THE PUBLIC WITH RESPECT TO ENTERIC DISEASES AND

DEPARTMENT OF PUBLIC HEALTH (continued)

HEPATITIS.

We learned that VD control program was a joint venture between the city and the federal government. Of the \$1.6 million budget \$0.9 million is federal. The deputy chief is a federal employee as well as many of the VD Investigators. Perhaps greater cooperation can be sought from the federal government.

District Health Centers - The City has had five very separate and distinct district health centers. In order to decrease administrative costs, the centers will be consolidated into three administrative entities and services will still be provided in the five districts. Centers have tended to compete for the limited available resources that support them.

RECOMMENDATION:

WHILE A CENTER MIGHT MEET A UNIQUE DISTRICT NEED, THERE MUST BE INCREASED PLANNING AND COORDINATION AMONG ALL DISTRICTS SO, SERVICE DELIVERY WILL BE MORE EFFICIENT AND COMPREHENSIVE.

Many employees are not being replaced, for example, nine years ago there were 130 public health nurses, now there are 70, and further reductions may occur. There is less individual visiting to the isolated home bound and more emphasis on serving groups at senior citizen housing units or centers or in the schools. Public health nurses report to their 5 District Health Officers. This seems to weaken their ability to define their role as a group as to how they can most effectively serve people in need of services. Recently some ended up sending out birth certificates.

Six members of the Civil Grand Jury visited District Health Center No. 4 in the Tenderloin - North Beach area, which has high proportions of refugees, transients, dependent elderly, etc. We visited the North of Market Senior Center, a program designed to provide meals for seniors, social activities, morning clinics and afternoon house calls. Plans are underway to open a day care/rehabilitation center in the basement. In January alone, the health program had close to 2,600 clients and served close to 3,000 meals. This program is directly sponsored by the health department and as such has had to live in fear of budget cuts on an unstable funding basis. Plans are underway to arrange for Medical and Medicare reimbursement. To date they have had insufficient staff (one clerk) to process the forms necessary. They have just obtained three CETA clerks and will have more than sufficient staff to do the paper work involved.

DEPARTMENT OF PUBLIC HEALTH (continued)

We then went to On Lok Inc. In 1971 this senior day care center opened on Broadway and Mason. We visited their second senior day center on Bush and Van Ness. All clients are eligible for nursing homes. They also have a social health maintenance center for seniors who do not need the medical services of the day care center. In addition On Lok House is a sheltered residence for 54 people. Currently they have about 210 patients in all and will eventually be able to serve 400. They are reimbursed by the federal government through the Medicare/MediCal program. This program was set up on an experimental basis and has always had an evaluation component. They have demonstrated that the services they provide 1) improve the quality of life, 2) decrease mortality and 3) cost no more than institutionalization. The importance of evaluation has been demonstrated and services have now been expanded so as to include the day care program medical care and hospitalization in a comprehensive program. Seniors with health care problems if they live between Sutter, Van Ness and the Bay are lucky! In other areas of the City, they suffer because there is no comprehensive plan for long term care and no public agency has taken advantage of AB 1611, MediCal's Adult Day Health Act which will sponsor senior day care programs. Dr. Cecilia Johnson and other staff of District Health Center No. 4 were the catalysts who helped get the program going and serve on its Board of Directors. We were impressed with the stability of the On Lok Program as compared to the North of Market Senior Center. Another successful example of a private non profit project is the conversion of the Cadillac Hotel to a senior and exoffender residence by Reality House West.

If the DPH is to continue to serve clients on a district wide basis, with reduced funding levels, it must become the advocates and catalysts for the needs of the area and work in the local neighborhood organizations seeking alternate sources of support.

With the influx of immigrant families into the Tenderloin and the trend toward conversion of the old hotels to tourist hotels, DPH must work with other departments and agencies to obtain housing. With the population of children increasing in the Tenderloin more facilities and services for them are needed, especially recreational programs.

RECOMMENDATION:

THE DPH SHOULD WORK WITH COMMUNITY GROUPS TO ESTABLISH MORE STABLE NON PROFIT ENTITIES TO DELIVER HEALTH AND SOCIAL SERVICES.

THE DPH SHOULD SEEK AB 1611 FUNDING TO SUPPORT SENIOR

DEPARTMENT OF PUBLIC HEALTH (continued)

CITIZEN DAY CARE CENTERS.

THE DPH SHOULD WORK WITH OTHER PUBLIC AGENCIES AND WITH THE MAYOR'S COUNCIL FOR COORDINATED HUMAN SERVICES TO MEET THE MULTIFACETED NEEDS OF INDIGENT POPULATIONS.

ENVIRONMENTAL HEALTH

Environmental Health (EH) was found to be the best managed program in the Department of Public Health. This is due to the enlightened leadership of the chief Jack Coyne. In 1970 Mr. Coyne pioneered in realizing the value of program budgeting and EDP and completely automated the reporting function of his group. Thus information is readily available on the status of environmental parameters, food and water sanitation, rat control, etc.

RECOMMENDATION:

OTHER PROGRAMS IN THE DPH SHOULD BECOME AWARE OF MR. COYNE'S EXTREMELY SUCCESSFUL PROGRAM AND SEE HOW IT CAN BE ADAPTED TO THEIR OWN PROGRAMS.

This program is mainly supported by fee generation from the inspections they perform. Currently they collect one million and receive half a million ad valorem. They have increased their fees so that in fiscal year 1980-81 they will collect over \$1.5 million and reduce dependence on ad valorem to a little over \$200,000. Ad valorem monies are used largely to cover citizen complaints.

A major problem for the program, which is in the process of being resolved, is an example of the lack of reasonable planning by DPH leadership. In 1978 after proposition 13 passed, EH lost 11 positions because cuts had to be made "across the board". This reduction resulted in 2.3 versus 4 routine restaurants inspections per year. Fee revenues were also cut as a result, since services to restaurant were decreased. The fallacy of cutting a revenue generating service was finally realized and these positions have been restored.

The CETA program in EH has been extremely effective. They accept college students or recent graduates and train them as Sanitarians. After the conclusion of their training they are eligible to take the Sanitarian's Exam and are usually hired as permanent employees. The current group of 10 will fill the positions that have been restored.

DEPARTMENT OF PUBLIC HEALTH (continued)

Salaries for the Sanitarian Classifications of senior and regular inspectors are not comparable to other counties and thus many junior employees use San Francisco as a training ground and seek their advancement in other counties.

RECOMMENDATION:

THE CIVIL SERVICE COMMISSION SHOULD REVIEW AND EQUALIZE THESE CLASSIFICATIONS SO THEY ARE COMPARABLE.

An innovation of this program is their role in enforcement of the regulation that every dwelling unit must have garbage collected. When they are notified of violations, they speak to the owner and if the garbage is not collected EH has it done. They also have the authority to put a lien on the property. They collect up to \$24,000 per month from this effort. They also clean up vacant lots that become trash dumps and then bill the owners.

The reinstatement of 11 sanitarian positions should allow EH to institute truth-in-menu review as part of their restaurant inspection. Menu review is being carried out in Los Angeles and in several Bay Area counties. Improving the quality of the restaurants should enhance San Francisco's reputation as a tourist center. Within the past year, both San Francisco Magazine (August 1979 pg 33) and California Living May 11, 1980) discussed and supported the idea of menu fraud enforcement in San Francisco.

RECOMMENDATION:

SAN FRANCISCO SHOULD HAVE A TRUTH IN MENU PROGRAM AS A ROUTINE PART OF RESTAURANT INSPECTION.

We were informed that three meat markets were in violation for having hamburger with a fat content that exceeded the 30% allowed by law. We were told that it is difficult to have ground beef that exceeds 25% fat without deliberately adding fat to the meat. In fact, the limit originally had been 25%. The practice has always been for the sanitarians to have the authority to arrest the owner for fraud. However, since the new DA took office earlier this year, this practice has been changed and arrests are not allowed. Good nutrition stresses the need to decrease fat consumption, and we support Mr. Coyne in his effort to protect the consumer from fraud.

RECOMMENDATION:

THAT THE D.A.'S OFFICE CONTINUE THE PRACTICE OF ALLOWING ARRESTS FOR VIOLATORS WHO EXCEED 30% FAT LEVELS IN HAMBURGER.

DEPARTMENT OF PUBLIC HEALTH (continued)

BUREAU OF HEALTH EDUCATION

Health Education programs occur both as an activity of DPH Central Administration and semi-independently within each of the District Health Centers. This section concerns mainly the activities of the Bureau of Health Education at 101 Grove. This group is headed by Ms. Teri Dowling. They have an ad valorem budget of \$119,000 plus a \$60,000 federal grant, two CETA workers and an artist paid out of the SFGH budget. This group has won national and local recognition for its work in Health Hazard Appraisal (risk identification) and risk reduction focusing on programs in weight control, smoking cessation and stress reduction. Ms. Dowling will present two papers on this topic at the American Public Health Association meeting in October 1980. In March of this year, she was invited to speak to a National Institute for Occupational Safety and Health Symposium on Health Education and Health Promotion in the Workplace. She and Dr. Silverman have regularly appeared on and been written up in the local media. With the limited staff, they are able citywide to do 1,500 Health Hazard Appraisals per year and 75 programs on weight, smoking and stress. There are waiting lists for all programs; yet, they are unable to expand for lack of staff. It has been the policy not to charge a fee. Thus, they ask a token payment (less than \$10) for materials. These programs appeal to many middle income people who could well afford to pay, yet, the screening required to apply a sliding scale fee is estimated to cost more than any revenues generated.

There has been considerable demand by local businesses to purchase these programs for their employees. The staff cannot hire additional personnel due to the job freeze to meet this potential demand. Any fees that would be generated would go into the general fund and not necessarily support staff. There has been a policy by the Mayors Office to support existing programs that can pay for themselves, why not potential programs such as this one, which can also generate good positive publicity. The role of DPH sponsored health education in the Workplace seems to be an appropriate one which can have a large impact and meet a need not supplied by the private sector.

RECOMMENDATION:

THE BUREAU OF HEALTH EDUCATION SHOULD RECEIVE CITY SUPPORT, POSSIBLY THROUGH THE MAYORS OFFICE, TO LAUNCH ITS POTENTIALLY REVENUE GENERATING PROGRAMS IN HEALTH HAZARD APPRAISAL AND RISK REDUCTION WITHIN THE BUSINESS COMMUNITY IN SAN FRANCISCO.

DEPARTMENT OF PUBLIC HEALTH (continued)

The Bureau has several other potential grants pending. One is in conjunction with the School District and Substance Abuse to conduct peer counseling program in smoking and alcohol control in the middle schools. Another grant would be to orient Indochinese immigrants to health care services in San Francisco and a third would be to develop a hospice at SFGH.

The Bureau has two half-time Senior Health Educators who share one position as they are young mothers. This is being done on a temporary basis and is most effective. Ms. Dowling would like these positions to be permanent Civil Service, and she will fight to see that this is done although there is yet no precedent for it.

RECOMMENDATION:

WE SUPPORT THE BUREAU IN ITS ATTEMPT TO ESTABLISH, WITHIN THE CIVIL SERVICE SYSTEM, FLEXIBLE WORK ARRANGEMENTS THAT CORRESPOND TO THE NEEDS OF YOUNG FAMILIES.

EMERGENCY MEDICAL SERVICES

The chief of this program is Ms. Donna D'Acuti, RN. She has been in this position approximately 1 1/2 years. Before this she was the Head Emergency Room Nurse at San Francisco General Hospital. She directs a staff of about 120 individuals. The scope of her department includes: 1) The DPH ambulances, 2) Central Emergency Aid Station 3) City-Wide emergency medical service planning.

Ambulances - Prior Grand Jury reports have noted deficiencies in the condition of the ambulance fleet. We are pleased to say that eight new ambulances were ordered plus new chassis for two more. We are pleased to say that the deliveries have occurred and now the City has a serviceable fleet of 14 ambulances. Ms. D'Acuti has started a program in driver education as well as disciplinary procedures for drivers-if they have more than three accidents they will be fired.

Financing - This program is largely supported on an ad valorem basis. The total budget is 3.9 million dollars, however funds can be generated through collection of fees for ambulance services. Since most patients are taken to SFGH, collection of the fee becomes part of the determination of financial eligibility which is made by SFGH for all services. Emergency Medical Services has had its own billing clerk at the hospital since August 1, 1979. Currently they

DEPARTMENT OF PUBLIC HEALTH (continued)

bill \$68 per run, private ambulances charge over \$100. The amount of revenue generated at SFGH for the Emergency Medical Services has increased each month. Large sums had been lost because of reliance on private ambulance services (up to 590 calls/month). Private ambulances do have to ask patients or families to pay. With the new ambulances finances will be handled in a more appropriate manner and the revenue generated will go to Emergency Medical Services and reduce dependence on the ad valorem tax base.

Central Emergency Aid Station - Has 25,000 visits/year or 70/day. This facility had been in danger of closing, but has survived this time! The patients who come here are for the most part not welcome in the private sector. They also handle 50 to 60 rape cases/month each case takes up to 2 hours for the care and the counseling that is required. Some have questioned the need for this facility.

Because no decent descriptive data, other than number of visits, is collected, EMS can not adequately defend the need for this service, although they know that their patients would not be welcomed elsewhere. This is an excellent example of the absolute necessity for the DPH to establish a minimum data set to be collected on every patient encounter which provides demographic data, reason for visit, and minimal financial eligibility for care. It is nice to say we provide "free" care to anyone, but in this day and age we better start defining who really needs it, otherwise the services could be eliminated all together.

Emergency Medical Planning - EMS is working on a city-wide systems approach to pre-hospital care which integrates private and public services. This should be done by the end of 1980. Another function of this office is certification and training of paramedics. The Civil Grand Jury was impressed with Ms. D'Acuti's efforts thus far and positive changes have occurred under her leadership.

FORENSIC SERVICES

Tom Peters, Ph.D., is the Chief of Forensic Services. This division includes 1) Jail medical and psychiatric services. 2) The inmate wards at San Francisco General Hospital. 3) Services to the children at Youth Guidance Center. 4) The Center for Special Problems (CSP) and 5) a planning effort to develop a program to service victims of crime. Provision of services to the Youth Guidance Center and the Center for Special Problems was transferred to Dr. Peters' division within the past few months. Dr. Peters is an extremely energetic, positive individual who should bring a lot of creativity to a somewhat unpopular sector of public health.

DEPARTMENT OF PUBLIC HEALTH (continued)

Dr. Peters' total budget is just over 5 million dollars of which 3 million is ad valorem. Most of the remainder is Short-Doyle State funds. They are protected from budget cuts because DPH is under a court order to provide high quality services resulting from a law suit because of poor medical care to inmates several years ago. Currently prisoners lose their eligibility for MediCal. Legislation was passed by the Assembly (SB148) to allow MediCal to cover some services. The Governor threatened to veto the bill so it was temporarily withdrawn and will be tried again.

A problem faced by Forensic Services is an increase of 15 to 20% in the number of psychiatric inmates over the past year without an increase in financial supports. This has been caused by the Proposition 13 reductions in acute psychiatric beds, which could have prevented the criminal activities of this population that cause incarceration. Also the law protects patients by limiting the amount of time they can involuntarily be held until they have become a danger to others or to themselves, then they are incarcerated. Unfortunately the jail psychiatric facilities are overloaded.

RECOMMENDATION:

THERE SHOULD BE ADEQUATE FUNDINGS AND PROGRAMS TO REDUCE CRIMINAL PSYCHIATRIC BEHAVIOR. THIS MEANS ADEQUATE CRISIS CARE AND CASE MANAGEMENT AND INCREASED ACUTE PSYCHIATRIC BEDS FOR CHRONIC PATIENTS WHO ARE POTENTIAL RISKS IN THE COMMUNITY.

The Civil Grand Jury committee which looked at Youth Guidance Center identified the youth offender with psychiatric problems as receiving inadequate care. Forensic Services has just taken over care for the children at Youth Guidance Center and has recognized this problem. They are currently reviewing the mental health care provided and planning an improved approach to these youths.

RECOMMENDATION:

SUFFICIENT FUNDS SHOULD BE AVAILABLE TO WORK WITH THIS GROUP WITH THE HOPE THAT EARLY EFFECTIVE INTERVENTION COULD PREVENT PROBLEMS LATER IN LIFE.

In the past CSP has dealt with homosexual problems and has monitored Operation Concern (although located at Pacific Medical Center.) Thus, there was some opposition from the gay community for placing CSP under Forensic Services. For this reason Operation

DEPARTMENT OF PUBLIC HEALTH (continued)

Concern was removed from CSP. Of CSP clients 60 to 65% have ties into the criminal justice system. Many receive treatment and counseling for substance abuse as part of their probation. The department feels that services for gays should be available city-wide and not primarily at CSP. Dr. Peters feels that he can set up a program that will coordinate and provide continuity for the medical and psychiatric needs of clients on probation.

Dr. Peters would like to be able to offer services to vulnerable, isolated or frail individuals who have been victims of crimes. He plans to do this without added departmental resources. This type of program might have potential for outside support by NIMH or a private foundation. It sounds like a very needed and useful service and we wish him success in carrying it through.

Thomas F. Haggerty

T. Elaine Adamson, MPH, Chairman

JUVENILE COURT / YOUTH GUIDANCE CENTER

One of the principal and wisest efforts of the Community is to provide for the welfare of three groups of young people who have great need of community attention and help:

- 1) juveniles who have been abandoned or are being neglected or abused;
- 2) juveniles who have become truants, runaways or are beyond parental control;
- 3) juveniles who are involved in violating either
(a) criminal statute(s) or ordinance(s).

The welfare of these youths, as also the safety of the Community, is the goal and responsibility of the Juvenile Court and the Youth Guidance Center. The fundamental purpose of these juvenile probation services is to aid in reducing the incidence and impact of juvenile crime in the City and County of San Francisco.

JUVENILE COURT

The Juvenile Court is administered by the conscientious Judge John E. Benson, appointed Judge of the Juvenile Court by the Presiding Judge of the Superior Court. Judge Benson hears the more serious violations of the Welfare and Institutions Code. Three Juvenile Court referees, all of whom are attorneys, preside over the other hearings except for traffic offenses. All traffic offenses involving juveniles are heard by the Traffic Hearing Officer. The Juvenile Court is the Court of original jurisdiction for juveniles under the age of 18 who require legal intervention by reason of:

- a) predelinquency
- b) delinquency
- c) delinquent acts

While the judicial proceedings in Juvenile Court are adversary procedures, with the office of the District Attorney responsible for gathering and presenting evidence and the office of the Public Defender responsible for defending the juvenile charged with delinquency and for securing for him/her the maximum freedom possible, still the proceedings are civil; they are designed to be rehabilitative not punitive. They radically differ from adult court procedures in that bail is in no way part of the proceedings and no case is ever heard by jury.

JUVENILE COURT (continued)

The functioning of the Juvenile Court seems to be most consonant with the legal process, the adjudication procedures and the disposition of the cases involving juveniles which come before it.

Temporary custody where required, judicial time limits, calendaring priorities, notice of hearing, citation and subpoenas, provision of interpreters -- all seem to be humanely respected. The prohibition of disclosure of the juvenile's identity, rules of evidence, fitness hearings, plea bargaining -- all appear to be conscientiously observed. Information sharing, delinquency sanction, findings and formal requisites, requirement to accept services and enforcement of orders -- the entire process of disposition are accomplished, as best as can be ascertained, promptly and fairly.

Those juveniles brought to Juvenile Hall and detained (approximately 30%; the rest are returned to their homes) are provided a hearing within 24 hours (if not a weekend). If continuance in a detention setting is judged more consistent with the protection of the Community, the Probation Officer has the immediate responsibility for preparing and submitting a Juvenile Court Petition including recommended legal allegations, necessary family/juvenile biographical and identifying information and analysis and recommendations regarding continued detention. For the year 1979 the average number of judicial days needed to adjudicate each petition was 10.2 days for male juveniles and 9.1 days for female juveniles. This represents a slight improvement over the preceding year.

RECOMMENDATIONS:

1) It is suggested that a review be made annually or bi-annually of "grievance procedures" available to parents/guardians of a juvenile, as well as the juvenile himself/herself, which procedures would provide an opportunity for written input regarding the legal process as realized in a given juvenile's case.

2) Plea bargaining is assuredly an acceptable practice in the Juvenile Court and, in fact, is commonly used in concluding judicial proceedings. It is understood, of course, that there is no plea bargaining in terms of the disposition of a case. Nonetheless, given the inevitable adversary situation arising from the courtroom presence of a representative of the District Attorney and a Public Defender, this Grand Jury continues to urge constant vigilance that the utilization of plea bargaining strengthen and support an attitude of acceptance of responsibility for their delinquent acts in those youths coming before the Juvenile Court.

3) No plea bargain, unless specifically stipulated on the record, shall relieve the juvenile or his/her parents of the responsibility (including restitution) for those allegations not adjudicated by trial or resolved by admission.

JUVENILE COURT (continued)

4) Review by the Juvenile Court, together with the San Francisco Juvenile Justice Commission, of all Juvenile Probation Services developed and adopted by the Chief Probation Officers of California in January, 1980. This review should principally evaluate implementation of probation standards and most particularly scrutinize any exceptions to these standards, e.g., the non-allowance of waiver of rights. The Juvenile Justice Commission, comprised of 15 members, each of whom serves for four years, seems well suited, both in the quality and dedication of its members, as also in its appropriate committee structure for effectively carrying out such review.

YOUTH GUIDANCE CENTER

The Youth Guidance Center, located at 375 Woodside Avenue in the City, is under the direction of the capable Chief Probation Officer (Juvenile) of the City and County, Mr. Joseph T. Botka.

The Center Provides:

- 1) Court services to all juveniles who are brought there by the police;
- 2) a living environment for all who are detained; and
- 3) probation services.

The Youth Guidance Center (Y.G.C.) and its staff are to be commended for their efforts at and achievement in meeting the standards established by the California Youth Authority. These include minimum standards for detaining minors, maintaining records and reporting statistics, planning and design of living areas, admittance and release procedures, supervision, health and welfare, including medical services (as also food/nutrition), plus programs and activities including recreational, educational, religious, work, visiting and correspondence. The only violation of health standards this past year, a temporary overcrowding exceeding the limits imposed by the Youth Authority, was due solely to the unforeseen and unavoidable closing of one of the cottages. In April, 1980, the daily average number of male juveniles detained in Y.G.C. was 105 while the daily average number of female juveniles detained was 17. Both these figures represent a slight percentage decrease from the preceding year. Total maximum capacity is 135.

Problem areas in the Y.G.C. seem to be the lack of a facility for detaining those juveniles who are overtly and extremely aggressive. The B5 cottage, that which is used for the heaviest offenders, is not suitably equipped for including in its general population the overtly violent and aggressive.

Similarly Y.G.C. is not presently suited for detaining juveniles with severe psychiatric problems. While appropriate psychiatric services are provided by nearby McCauley Clinic and

YOUTH GUIDANCE CENTER (continued)

Langley Porter Institute for most of those who need such, the nearest facility for particularly severe cases is Napa Adolescent Facility.

The steps presently taken to expand work opportunities for those detained at Y.G.C. are commended. More particularly, we encourage that three-pronged effort to undertake:

- 1) work with the San Francisco Department of Public Works;
- 2) cooperation with the Volunteer Bureau looking for work in hospitals, etc.;
- 3) development of paying forms of work to enable a juvenile to:
 - a) earn money to pay restitution to a victim;
 - b) earn money to pay fines imposed as a part of the legal disposition;
 - c) earn money to support his/her family;
 - d) earn money to pay for attorney fees or incarceration costs.

This Grand Jury considers that all such creative and effective disposition alternatives within the Juvenile Probation system are to be encouraged. The use of these and further development of additional alternatives which include restitution, fines, work furlough programs, public service, work programs and weekend detention will be a norm for measuring continued improvement of San Francisco's juvenile probation services.

The relaxed and positive atmosphere of the Status Offenders' cottage, under the able direction of Mr. Henry Reynolds, offers a strong supportive atmosphere to such juveniles. It provides an open setting for juveniles who are truants or runaways or beyond parental control. Additionally, it has been successfully maintaining maximum supervision for three groups under special provision. In accordance with 1978 California legislation, maximum supervision detention is provided:

- 1) up to 12 hours for the purposes of determining wants, warrants and holds;
- 2) up to 24 hours to locate parents or guardians and arrange for return;
- 3) up to 72 hours when a minor cannot be reasonably returned outside the State within 24 hours.

Staff development is an area for regular review both on the part of the staff members themselves as also by the Chief Probation Officer. The manuals which have been developed for each staff position are a strong and clear instrument orienting staff to their duties, responsibilities and opportunities. Regular input from all affected by such manuals, however, is necessary both for their continued reasonableness and effectiveness, and to insure that they remain up-to-date as well as acceptable to and accepted by those whom they most immediately impact.

YOUTH GUIDANCE CENTER (continued)

RECOMMENDATIONS:

1) One of the basic purposes of probation services is to focus on the consequences of crime to the individuals involved and to the community as a whole. Historically such focus is on the delinquent and the protection of the community against future crimes. The goals of the Y.G.C. and the intelligent and dedicated program of rehabilitation provided there by the Juvenile Court and by administrators and staff effectively maintain such focus. We strongly urge that, additionally, the Chief Probation Officer continue to develop policies and procedures designed to protect the rights, interests and concerns of that member of the community on whom the focus of probation services is less direct, namely the victim.

2) Increase articulation between Juvenile Probation Services and law enforcement services having duties and responsibilities within the jurisdiction of handling juveniles. In particular, the Chief Probation Officer should encourage the heads of local law enforcement agencies to include in their academies and in-service training programs the following areas especially:

- a) Juvenile Court Law (including powers of arrest and disposition alternatives)
- b) Juvenile Court process
- c) The functions of the Probation Department's systems from intake through disposition.

3) Consider whether, without jeopardizing the effectiveness of the program in any way, the Status Offenders' program could increasingly avail itself of community based resources including even physical relocation if such can be demonstrated to be an improvement over the present location at Y.G.C.

4) Encourage with suitable rewards and motivation staff utilization of opportunities for relevant continuing education.

5) The Chief Probation Officer shall increasingly, as resources allow, increase commitment of personnel and financial resources to administer a coordinated public relations program. Such effort should include:

- a) the assignment of staff to speak to community groups;
- b) the seeking of media coverage of significant departmental or professional events, e.g., the work program, the orientation program at Log Cabin Ranch, etc.;
- c) the development of informative handouts on the Probation Department and the criminal justice system;

YOUTH GUIDANCE CENTER (continued)

- d) wide publicity to the dedicated efforts and generous accomplishments of the Volunteer Auxiliary under the leadership of Mrs. Michael F. Coyne. This Auxiliary provides individual gifts at birthdays, graduation and Christmas to all detained juveniles. In addition, job orientation, programs in gym, drama, sewing, and handicrafts, have been made available. Theater passes, movies, entertainment, clothing, a convenient Corner Store at the Y.G.C., magazines, tools, grooming supplies -- these and many more are provided by the Volunteer Auxiliary to youth under the jurisdiction of the Juvenile Court. Such achievement should be brought to the attention of the larger San Francisco Community.

LOG CABIN RANCH

Log Cabin, where an average of 70 male juveniles between the ages of 14 and 18 are detained if the Juvenile Court decides such would be best for their rehabilitation and the protection of the Community, is located at La Honda in San Mateo County. The average stay is eight months. Situated as it is in a rural area, the Ranch maintains a healthy, non-threatening environment. It offers good educational services, several shops, and indoor and outdoor recreational facilities. Its staff, under the vigorous leadership of Mr. James Licavoli, provides well-ordered yet appropriately relaxed direction and counselling to the youths detained there. The staff exhibits professional concern while maintaining openness of approach and guidance. Both in the racial composition of the staff, as also in that of the juveniles living there, the problem of institutional racism pointed out by an earlier Grand Jury seems presently to be greatly reduced. In this the Log Cabin Ranch program is strongly commended.

The Log Cabin program, designed for rehabilitation, incorporates a number of positive progressive approaches which seem to be working well. Principal among these are:

- 1) the orientation program
- 2) encouragement of ties with and support from parents or legal guardians
- 3) the point system rewarding good behavior, attitudes and efforts
- 4) a formal grievance procedure utilized to resolve problems
- 5) the involvement of a student-elected Student Council
- 6) the elaboration of a Student Bill of Rights.

In particular, the orientation program, by incorporating orientation (staff) and peer counselors in both groups and one-to-one situations, helps new arrivals adjust positively and quickly. The

LOG CABIN RANCH (continued)

point system helps establish an atmosphere of trust and responsibility by allowing for a continuous clear record of progress, keeping the student correctly aware of his progress on a daily basis. Each student knows the rewards that are made possible by each level of progress. The grievance procedure assists in promoting self-initiative and group concern, control of aggression, respect for others and for personal and public properties. Five progressive channels are utilized in the grievance procedure:

- 1) Student Council
- 2) Individual counselors
- 3) Assistant Director
- 4) Director
- 5) Outside arbitration

Such a mode of participation affords the opportunity for maturing by seeking redress while interacting within a social framework.

The Bill of Rights likewise provides an opportunity to the students for maturing and growing in their own efforts to rehabilitate themselves by informing them of their rights as students at Log Cabin Ranch, e. g., their rights to participate in programs, to counselling, to religious worship, to plan program, to information, to medical and dental care, etc.

RECOMMENDATIONS:

- 1) Give a higher priority to the purchase of heavy recreational equipment e.g., track and field, gymnastics, etc.
- 2) Even in the face of budget cutbacks, setting a high priority on the development of additional "shops" at Log Cabin Ranch to supplement the auto repair and wood-work shops presently established there.
- 3) Moving forward with the earthquake study for the Log Cabin Ranch property.
- 4) Reopen consideration by and discussion with the appropriate officials as to the suitability of establishing an organizational relationship between Log Cabin and the Transition House in San Francisco. This Transition House intends to provide a return to general society for graduates of the Log Cabin Ranch. The question to be considered and settled is whether such a Transition House facility should have close ties with Log Cabin or almost no ties at all.

ADULT PROBATION

San Francisco is unique among California counties in that the Adult and Juvenile Probation Services are separated. The Adult Probation Department is located at the Hall of Justice (880 Bryant Street). Arlene M. Sauser is the Chief Adult Probation Officer. The fundamental purpose of adult probation services is to make the community safe by reducing the incidence and impact of crime in the community. Within the Department, there are two divisions: investigation and supervision.

The investigative division is responsible for providing the sentencing Court with succinct and precise information upon which to base a rational sentencing decision. The supervising division is responsible for the verification process to determine whether the conduct of a prisoner sentenced to probation is as intended by the Court. Presently there are 65 Probation Officers, regular and senior, in the Adult Probation Department, of whom 33 are men and 32 are women. The workload for which each probation officer in supervision is responsible is approximately 190 cases.

The workload is always a most important factor in maintaining both effective service to prisoners and probationers as well as morale among probation officers. Prompt screening of offenders, in order to assist in a determination of when additional and more complete information is desirable, is made possible by a short form report. When such complete information is required, the full report is used. The average full investigation report, namely that which begins after a conviction has been issued and prior to sentencing, takes 19 days since the report must be in 9 days prior to sentencing and sentencing must take place 28 days after conviction. This full report includes not only all necessary descriptions and statements but also a summary of the most significant aspects of the report itself, including specific recommendations as to the sentence. Since the number of positions budgeted in the Department (107) is the same as last year, whereas felony complaints have gone up 17% and convictions have increased 10% during the same period, the investigation workload necessarily has risen for all.

Probation is a desirable disposition in appropriate cases, offering, as it does, an opportunity to the offender to redress the community or individuals for the harm done by his/her offense. It affirmatively promotes the rehabilitation of the offender, maximizes the individual's liberty while sumultaneously vindicating the authority of the law, and avoids the frequently stultifying effects of confinement.

Sentencing alternatives are included, for example, restitution, fines, work furlough programs, and public service. Restitution is one of the most important steps designed to protect the

ADULT PROBATION (continued)

rights, interests and concerns of the victim(s). It must be a consideration of every presentencing report where there has been some financial loss (salary, property, etc.) to the victim. The State's Victim Witness Assistance Program makes restitution possible even when the offender lacks the means to make restitution.

Since the use of the fine is a significant element in the correctional process and in reducing the financial impact of crime upon the community, the fine as an alternative should routinely be considered as one of the effective sentencing alternatives.

One of the very successful and positive efforts being made to achieve the rehabilitation of the offender is the Work Furlough Program. Now an individual convicted of a crime, instead of either being confined in the County Jail or a State Prison or else being sentenced to probation, may receive an alternative sentence from the Court. One is the Work Furlough Program. At present 53 male offenders live at 930 Bryant Street, 33 of whom are from San Francisco, 18 from the State and 2 from other counties. (Female offenders on the Work Furlough Program live in the Rafael House at 1065 Sutter Street which program is under the authority of the Sheriff's Department not the Adult Probation Department.)

These 53 offenders, while being confined, are able to continue working each work day or attending school. The value of this, in addition to the inherent superior personal value and dignity of work over idleness and of education over lack of learning or development of skills, are:

- 1) those approved to participate in the program are enabled to keep their jobs; thus,
- 2) they are able to continue to earn wages which help support dependents or which they can save or which they can use to pay any fines or make any restitution which may be ordered by the Court;
- 3) by paying a fair share of their incarceration costs, the individual can reimburse the community as well as substantially reduce the cost of confinement.

With kitchen facilities very limited and no meals provided (although individuals may provide for themselves utilizing a microwave oven), those in the Program learn maturity and responsibility by buying all their meals from their earnings. The rules allowing time to go out and obtain meals as well as other rules governing conduct, discipline, privileges and sanctions seem to be well accepted. Although living in very simple accommodations (in the men's facility one large dormitory with a capacity of 60, one recreation room for reading, receiving visitors, watching T.V., and a one basket court in the adjacent parking lot) the morale of those in the Work Furlough Program is very high and positive. The average length of stay is 45 days with close to 300 annually participating in the program.

ADULT PROBATION (continued)

Those selected for participation in the Work Furlough Program must have no pattern of substance abuse or of assaultive behavior. While the success of any program is relative, it seems that approximately 50% of those who successfully complete the Work Furlough Program are not rearrested during the year following completion of the program and 20% of the remaining 50% who are rearrested are for such offenses that they are not sentenced to any confinement. It appears, then, that the program can be regarded as successful.

One additional advantage to the community is that the cost of the program is totally offset by the total maintenance revenues received from those participating when coupled with the confinement costs saved.

Even though approximately 90% of felony cases are settled by plea bargaining, it is still necessary for probation officers to write presentencing reports. The 17 officers in that division average around 13 such presentencing reports monthly but may have to do as many as 20. With additional requirements, many of them most praiseworthy, added by the State Legislature to such reports each year (e.g. victim interviews), the time involved in making such reports increases. Since word processing has proven inefficient, owing to the diversity of reports, and is being phased out, renewed review is necessary to determine how the amount of time which probation officers must spend in the actual writing of reports can be lessened. Perhaps continued efforts can be exerted to see if the routine 3-year time probation routinely imposed in Superior Court cases can more frequently be shortened to two years while safeguarding the goals of probation; protection of the community (crime prevention) and rehabilitation of the probationers (behavior modification). It is hoped that through such efforts the case load of each supervising probation officer can be reduced from its present level of 190 to perhaps 150. Such reduction is almost imperative if proper supervision, personal contact, occasional, at least, visits to a probationer where he/she lives is to become more a reality. Once, of course, a probationer has demonstrated that he/she is more satisfactorily fulfilling the conditions of probation, then simple reporting-in by phone is quite in order.

With the current heavy caseload for each probation officer, it presently appears that further efforts to have probation officers stationed in neighborhoods where probationers live and can come to meet them may not be immediately feasible. But such should not be lost sight of or permanently shelved. While it is regrettable that the one effort which has been made thus far in this direction of neighborhood centers has had to be cut back to twice a week, with additional efficiency measures such centers may become possible in the future. Presently probationers report in-person at the Hall of Justice. The experiment of such in-person reports being made in neighborhoods is one which deserves continuing study and experimentation to see if its results will surpass those at present. The Chief

ADULT PROBATION (continued)

Probation Officer, Mrs. Arlene M. Sauser, has shown energetic leadership this past year in her efforts to free up probation officers from routine paper work for more direct probation investigation and supervision work. Continued consultation with the telephone company with the aim of increasing efficiency is strongly encouraged. Similarly, the ongoing effort to develop case classification is encouraged as a step which will properly serve good report writing while still saving time for probation officers to conduct appropriate offender interviews, victim interviews, family interviews, interviews with interested parties, and whatever is needed to prepare a full Court report.

The work list which is followed in the investigation process marks an improvement in that, if a particular case is transferred to another probation officer, the work can proceed with little time lost or wasted in any "starting up" effort.

Most important to the successful accomplishment of the Adult Probation Department's goals is the morale of the probation officers. One effective means to bolster such is to ensure that all enjoy the job security and benefits derived from Civil Service. Continued pressure by the Chief Probation Officer upon the Civil Service Commission should be exerted to make sure that civil service examinations are announced and held at reasonable times, as needed, for senior probation officers' and probation officers' positions.

Additionally, it is important that probation officers be kept aware of how their work is perceived by superiors. A solid positive step in this direction is the review which takes place at the weekly management meetings, i.e., those of the Chief Probation Officer and the supervisors. The random sampling audit of probationers' files seems to be a reasonable way of ensuring an objective review of a probation officer's work, of maintaining motivation, and of informing supervisors of the quality of work performed in their areas.

Regular monthly meetings of the Probation Committee of Judges, from both Municipal and Superior Courts, is most important for communicating to the Court the needs and directions of the Probation Department as well as for apprising the Presiding Superior Court Judge of the effective functioning of the Adult Probation Department and its Chief Probation Officer or of shortcomings therein. It is strongly urged that these meetings continue to be regularly scheduled, perhaps postponed but never canceled. The Presiding Superior Court Judge should ensure that regular attendance is maintained.

The Chief Probation Officer is strongly encouraged and supported by this Grand Jury in her efforts to bring about monthly or bi-monthly meetings with all San Francisco City and County officials directly and principally responsible for criminal justice, namely, the District Attorney, the Public Defender, the Sheriff and the Chief of Police. The better and more open such communication is between and among these officials, the more effectively, it appears, the criminal justice processes and the community will be served.

ADULT PROBATION (continued)

RECOMMENDATIONS:

- 1) All efforts should be applied to lessening and eliminating, if possible, those areas of a probation officer's investigative, supervising and reporting work which more closely approach clerical activity.
- 2) Strong efforts should be made to expand the Work Furlough Program.
- 3) Continued effort must be devoted to establishing, at least for an experimental period and with appropriate evaluation, centers in several neighborhoods where probation officers and probationers might meet.
- 4) Restitution and fine should always be mentioned in presentencing reports, even if excluded, to show that they were at least seriously considered.
- 5) A Criminal Justice Committee, comprised of the District Attorney, the Public Defender, the Sheriff, the Chief of Police and the Chief Probation Officer should be established and should hold, initially and with a rotating chairperson, monthly meetings.

MUNICIPAL COURT

Under the able leadership of Judge Raymond D. Williamson as Presiding Judge from April 1979 to June 1980, nineteen Municipal Courts administered civil cases, small claims and traffic citations, as well as criminal cases involving misdemeanors and felonies. Municipal Court cases are heard in both the Hall of Justice and City Hall.

Since some cases held in City Hall necessitate the transportation of prisoners from the Hall of Justice to City Hall, a special problem of security continues to persist. In addition, since there are no holding cell facilities at City Hall for female prisoners, the additional surveillance and custody procedures, while unavoidable, are time consuming and burdensome for law enforcement authorities, and demeaning and difficult for detained prisoners. Although there is a holding cell for male prisoners at City Hall, there is no bathroom. As a result, the public bathrooms must be used, requiring additional security precautions and causing additional security problems.

Two of the courts at the Hall of Justice used for Municipal Court cases (Departments 18 and 19) involve security problems other Grand Juries have noted and which must be kept constantly in mind by Municipal Court officials and by those responsible for

MUNICIPAL COURT (continued)

protecting the public. Department 18, on the second floor of the Hall of Justice, has no "holding tank" attached to it. A public corridor is directly outside. Some prisoners who appear in this courtroom may be there for misdemeanor charges, but they may simultaneously be felony prisoners with felony charges pending. In addition, preliminary hearings of felony matters are heard. Prisoners such as these, with the increased security risk they bring, must walk through public corridors, past public elevators and stairs to the Department 18 courtroom. The openness and public atmosphere of this route pose special security dangers, place greater pressures on the Sheriff's office and add to the shame of the prisoners. Once within the courtroom, given its location and lack of safeguards, it is necessary to handcuff some prisoners to their chairs during hearings and trials.

Department 19, located on the 6th floor of the Hall of Justice, quite near County Jail #1 and, in fact, right next to the jail kitchen, has security problems also. Its location in a recessed area leaves it isolated. Any noise in the courtroom which might arise from a prisoner's outbreak or attempt at break out cannot ordinarily be heard in the corridor outside. The calendar for Department 19 provides for hearing cases involving drunkenness during the morning but, in the afternoon, felonies are heard with the attendant increased security risk associated with this latter category of cases.

The awareness and alertness of those responsible for hearing and judging cases, transporting prisoners, and maintaining order in the courts have generally, in the face of the unfavorable situation brought about by the increased caseload this past year and by the problems of security, protected the public and coped effectively. Continued urgings and renewed reminders, however, of what is said about "eternal vigilance" are never out of order. It is widely expected that with the addition of two new Municipal courtrooms at the Hall of Justice, to replace those mentioned above now being used, the current adverse situation will be solved. Unfortunately, however, the completion date of these two new courtrooms, and a vastly improved, spacious, and most needed Jury Assembly Room is still over a year away.

The public interest and common good in having these new facilities available to effect justice and to protect both the prisoner's and the public's rights are so overwhelming that no delays in completing this new construction at the Hall of Justice should be allowed. The recent carpenter's strike and other delays must be dealt with in such ways that the common welfare of the community is served. The transportation of prisoners from the Hall of Justice through City streets to City Hall and back again, the lack of detention and security resources at City Hall, the unsafe conditions at the Hall of Justice relative to prisoner movements and courtroom hearings must be eliminated as well, and as soon as possible. The new facility promises to do this. Efforts to eliminate delays in its completion, whatever their origins, must be regarded by City Administration as a

MUNICIPAL COURT (continued)

highest priority. For the increased capability of the Municipal Court to apply laws and judgment both securely and expeditiously is of paramount importance in safeguarding the Community and in serving justice for prisoners and public alike.

TRAFFIC BUREAU

One area of the Municipal Court's concerns promising greatly increased revenues for the City and County while simultaneously reducing the City's current traffic congestion and parking problems is that of the Municipal Court Traffic Bureau. Under the gentle but persistent prodding and direction of Mr. Daniel F. Donohue, Clerk-Administrator of the Municipal Court; Mr. Paul Gaffey, his Chief Deputy; and Mr. Dwight Clark, Executive Assistant to the Presiding Judge of the Municipal Court; the Simplified Automatic Traffic System should soon become a reality in San Francisco.

This Simplified Automatic Traffic System (SATS), including two mini-computers, microfilming equipment, new cash registers and terminals will be located at the Hall of Justice. It should be in place during the 1980-81 fiscal year. With its capabilities the Municipal Court should efficiently cope with a traffic citation load expected to generate \$30 - \$32 million in 1980-81, approximately twice the revenues from traffic fines of the current year. This augment of revenue will be due to the increase bail for parking violations to be introduced during July, 1980, and also to the anticipated increased issuance of parking violation citations. SATS will make possible the processing of this latter increase. The improved simplified format of "Notice of Parking Violation" to be placed on vehicles will make the actual citation work of traffic control officers both simpler and faster. In addition, the time-frame for processing will be speeded up. Currently, once the tag is on the windshield, it is 11 to 12 days before it gets into the system. With SATS the time period will be cut to 4 to 5 days.

The increase of revenue from traffic offenders over the past ten years is a big plus in the functioning of the Municipal Court and the Traffic Bureau, with the assistance of other City departments. In 1971 the City realized \$7.5 million in traffic revenues; in 1975 that had increased to \$8.5 million, in 1979 to \$14 million and this current fiscal year (until June 30, 1980) to an estimated \$16.5 million. As mentioned, revenues of \$30 - \$32 million are expected in 1980-81.

With the anticipated hiring of twenty (20) additional parking control persons who will serve strictly to issue traffic citations, with the expected strengthening of the Police Department motorcycle unit, and with the improved parking violation form and increased bails, both tickets issued during the coming fiscal year and revenues generated will jump notably. Beginning in July, 1980, bails will, in general, be doubled, e.g., to \$10 for parking

TRAFFIC BUREAU (continued)

meter violations, for overtime parking and for parking when prohibited for street cleaning; and to \$20 for parking in a red zone or in a yellow zone or for double parking or for parking without a permit in a residential permit zone, etc. SATS should accelerate the processing of citations, it should simplify record-keeping, and should pay for itself within a year and a half. The feasibility study undertaken by Cooper and Lybrand (CPAs) gave the SATS acquisition the green light and the 1980-81 budget request of \$1,285,400 has been approved by the Mayor and the Board of Supervisors. Once the system is installed, only small additional costs will be needed, e.g., to purchase new programs which may be required as a result of new State laws. Staff will need training but will not need to be augmented. In addition, the "Lock Box" system currently being negotiated, the instruction on the traffic citation form "DO NOT MAIL CASH", and the return address change to a Post Office Box number whereby a bank, under a proposal currently being negotiated, will handle 5000 plus pieces of mail daily will further enhance the already effective money security system for the staff, as well as lighten considerably their work burden.

The increased volume of ticket issuance will be for parking violations. The number of moving violations remains static from year to year, actually declining from 10,000 per month in 1971 to 8000-8500 a month in 1980. But over the 1970's the number of parking citations issued monthly has doubled, up from 98,000 a month in 1971 to an average of 200,000 a month in 1980.

With the increased efficiency in coping with the much greater number of citations made possible because of SATS, the countless uncited daily violations should decline, the number of 'scoff-laws' should drop and, in general, San Francisco can anticipate a marked improvement in reducing downtown congestion as well as the perennial "commuter vs local resident" parking problem. With improved processing and record keeping, violators will have to settle up quickly or be denied annual vehicle reregistration by the Department of Motor Vehicles in Sacramento.

While individual violators may be annoyed because of such increased efficiency, it seems to this jury that the overriding best interests of the entire community will be best served by this timely addition of this very needed improvement -- assuring, as it does, more orderly streets and traffic and an equitable increase of very welcome revenue.

Samuel R. Montague

Alan B. Wexler

Theodore T. Taheny, Chairman

CALIFORNIA GRAND JURY STUDY

INTRODUCTION

Is the San Francisco Civil Grand Jury adequately fulfilling its mission as a "watch dog" of the function of government? From early on, it seemed that it would be difficult to carry out the mandate. At the final selection last June, many of the 60 prospective jurors were reluctant to participate and several of them were selected for the jury. One was never seen again and it took six months to replace her. Review of the prior jury's final report indicated that all departments had been covered, mostly in a very superficial manner. Our training was minimal; we were handed a manual and a brief orientation was held one evening, the Foreman was told she should appoint people to 17 committees, far too many in our opinion. An enormous amount of effort went into preparing the interim report on the May 21st riot, otherwise often it was difficult getting adequate attendance, and full meetings seldom exceeded 1 1/2 hours. We were for the most part attempting to review all departments of government, which meant interviewing a few key people in high positions and not investigating all aspects of the department as had been done in the riot report. We neither had the time or talent to do that. We sought therefore to learn about other grand juries in terms of their selection process, function, preparation and effectiveness and then perhaps make an attempt to reform an impossible situation.

SURVEY METHOD

A short questionnaire covering the above listed issues was designed and sent to thirty California counties with a population greater than 95,000. As of May 23rd, 25 or 83% of the counties have replied, most of the remaining counties have stated they will reply.

RESULTS

SELECTION PROCESS

1. The methods of selection are listed below:

Judge Selected	48%	(12 juries
Initial Random, then Judge Selected	16%	(4 "
Judge Selected and Volunteers	16%	(4 "
Random and Volunteers and or Judge Selected	12%	(3 "
Random Selected	4%	(1 "
Volunteers Only	4%	(1 "

2. Selection of reluctant jurors who later participate inadequately in the work of the jury.

None	68%	(17 juries
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FUNCTION OF THE GRAND JURY

1. Number of departments reviewed in the Grand Jury's final reports.

Some Departments	84%	(21 juries)
All Departments	16%	(4 ")
2. Are interim reports prepared?

Yes Reports	84%	(21 juries)
No Reports	16%	(4 ")
3. Does the Grand Jury hire a consultant?

Yes	72%	(18 juries)
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4. If there is only one jury what proportion of the work is civil?

95 to 100%	68%	(17 juries)
80 to 94%	24%	(6 ")
70 to 79%	8%	(2 ")
5. How much are jurors paid for attending meetings?

\$10/Session	72%	(18 juries)
More than \$10/Session	28%	(7 ")
6. What is the approximate length of full Grand Jury meetings?

3 days/week	4%	(1 jury)
4-8 hours	40%	(10 juries)
3 hours	32%	(8 ")
2 or fewer hours	24%	(6 ")
7. Participation problems?

None	38%	(9 juries)
Yes - some members are more capable and can offer more	20%	(5 ")
Yes - few, some or most members do the minimum	42%	(10 ")

GRAND JURY EFFECTIVENESS

1. How Grand Juries rate their effectiveness.

4, 5 High	44%	(11 juries)
3 Middle	28%	(7 ")
1, 2 Low	16%	(4 ")
No Score	12%	(3 ")

TABLE 1

EXAMPLES OF EFFECTIVENESS WHEN RATED 4, 5

1. Management audits improved operations of several departments; contributes to strong honest responsive local government.
2. Management audit of major departments, reform in retirement fund.
3. Examined county organization and civil service.
4. Their 10 interim reports on jail, coroner, etc.
5. Got communication between Board of Supervisors - Health Department
Re: fees, citizens concerns, etc.
6. Investigation of a county department, which is in process.
7. Set-up first Grand Jury office with follow-up, phone number in book, answering service, system of checks and balances, etc. Are on top of every situation in county government.
8. Investigation of obstetrical services at county hospital.
9. County hospital improved housekeeping and safety as result of this jury's request.
10. Management audit of EDP Department.
11. Review jail crowding problems.

TABLE 2

DESCRIPTION OF 11 EFFECTIVE (RATED 4, 5) GRAND JURIES

POPULATION	HOW SELECTED	RELUCTANCE & PARTICIPATION	LENGTH OF FULL GJ MEETING	# INTERIM REPORTS	USE CONSULTANT	PREPARATION SCORE HOW?
1,000,000 OR MORE	JUDGE SELECT FEW VOLUNTEERS	NO PROBLEM	6 HOURS	SEVERAL	YES	5 JUDGE DA INST- RUCT
"	1/2 NOMINATED 1/2 VOLUNTEER	NO PROBLEM, BUT SOME MORE EDUCATED AND EXPERIENCED	3 DAY/WEEK 6 HOURS/DAY	6	YES	4 GOOD SELEC- TION PLUS 1 MONTH OVERLAP
"	JUDGE SELECT VOLUNTEER WHO JUDGES INTER- VIEW & THEN SELECT	NO RELUCTANCE A FEW DO THE MINIMUM	6-7 HOURS	4	YES	3 ?
"	JUDGE SELECT	NO	3 HOURS	1	YES	3 -
"	JUDGE SELECT	NO	2 HOURS	NO	YES	5 KNOW- LEDGE- ABLE PEOPLE
BETWEEN 300,000 & 1,000,000	MOSTLY RANDOM SELECTION, SOME JUDGE SELECTED	YES HAVE RECOMMENDED BETTER SCREENING AND EASIER REPLACEMENT FOR NON PARTICIPATION	2-3 HOURS	? MADE SEVERAL RECOMMENDATIONS	YES	5 GOOD MEMBER- SHIP
"	JUDGE SELECT AND VOLUNTEERS	NO RELUCTANCE BUT SOME DO THE MINIMUM	3 HOURS	10	YES	4 TOURS, GUEST SPEAK- ERS

TABLE 2 EFFECTIVE GRAND JURIES (CONTINUED)

POPULATION	HOW SELECTED	RELUCTANCE & PARTICIPATION	LENGTH OF FULL GJ MEETING	# INTERIM REPORTS	USE CONSULTANT	PREPARATION SCORE HOW?
BETWEEN 300,000 & 1,000,000	JUDGE SELECT VOLUNTEERS AND RANDOM SELEC- TION	YES WITH YOUNG MEM- BERS; ALL NOT AWARE OF TIME REQUIRED	AVERAGE 3 HOURS RANGE 2-7 HOURS	6	NO	2 GRAND JURY MANUAL SLOW START- ING
"	JUDGE SELECT	NO	4 HOURS	5 OR 6	YES	1 -
BETWEEN 100,000 & 299,999	JUDGE SELECT AND VOLUNTEERS AND RANDOM SELECTION	NO PROBLEMS	6-8 HOURS	NO	YES	4.5 3 MONTHS INTEN- SIVE TALKS WITH DEPART- MENT HEADS AND BOARD OF SUPER- VISORS
"	VOLUNTEERS	NO, MOST GIVE 12 TO 36 HOUR/ WEEK	2 HOURS	5+	YES	3 -

TABLE 3

DESCRIPTION OF 4 INEFFECTIVE (RATED 1, 2) GRAND JURIES

POPULATION	HOW SELECTED	RELUCTANCE & PARTICIPATION	LENGTH OF FULL GJ MEETING	# INTERIM REPORTS	USE CONSULTANT	PREPARATION SCORE HOW?
BETWEEN 300,000 & 1,000,000	JUDGE SELECTED AND VOLUNTEERS	NO RELUCTANCE INITIALLY, SOME LATER	3-4 HOURS	1	YES	2
BETWEEN 100,000 & 299,999	RANDOM SELECT AND JUDGE INTER- VIEW	NO RELUCTANCE, BUT 5 OR 6 JURORS DO 95% OF WORK	1 to 1.5 HOURS	1	YES	4 6 TO 8 HOURS TRAIN- ING BY DISTRICT ATTORNEY
"	JUDGE SELECT + RANDOM + JUDGE INTER- VIEWS WILL CHANGE TO JUDGE SELECT + VOLUNTEERS	NO, BUT SOME DON'T REALIZE TIME NEEDED SOME MEMBERS WILL- ING BUT NOT ABLE	4 to 6 HR/WK	1 OR MORE ? EXACT NO.	?	1 POOR
"	RANDOM SELECT	YES RELUCTANCE SOME MEMBERS DO NOTHING	1.5 HOURS	1	NO	1 POOR

2. Main Shortcomings of Grand Juries.

(1) A problem setting started (a slow process, lack of continuity, poor preparation) =	32%	(8 juries)
(2) The large amount of time it takes =	28%	(7 juries)

PREPARATION FOR GRAND JURY WORK

1. How Grand Juries rate their preparation:

4, 5 Well prepared	32%	(8 juries)
3 Average	24%	(6 juries)
1, 2 Poorly prepared	36%	(9 juries)
No Score		(2 juries)

TABLE 4

METHOD OF PREPARATION WHEN SCORE WAS HIGH 4, 5

1. Full four week orientation, tours, met all departments heads.
2. For three months departments heads, Board of Supervisors, came to 1/2 day long meetings.
3. Tours and visits, guest appearances before Grand Jury.
4. Good selection process plus one month overlap.
5. Instruction from Judge, Deputy District Attorney.
6. 6-8 hours of training by District Attorney.
7. Eager jurors who have good background (random selected).
8. Knowledgeable people.

TABLE 5

COMPARISON BETWEEN EFFECTIVENESS AND PREPARATION SCORES

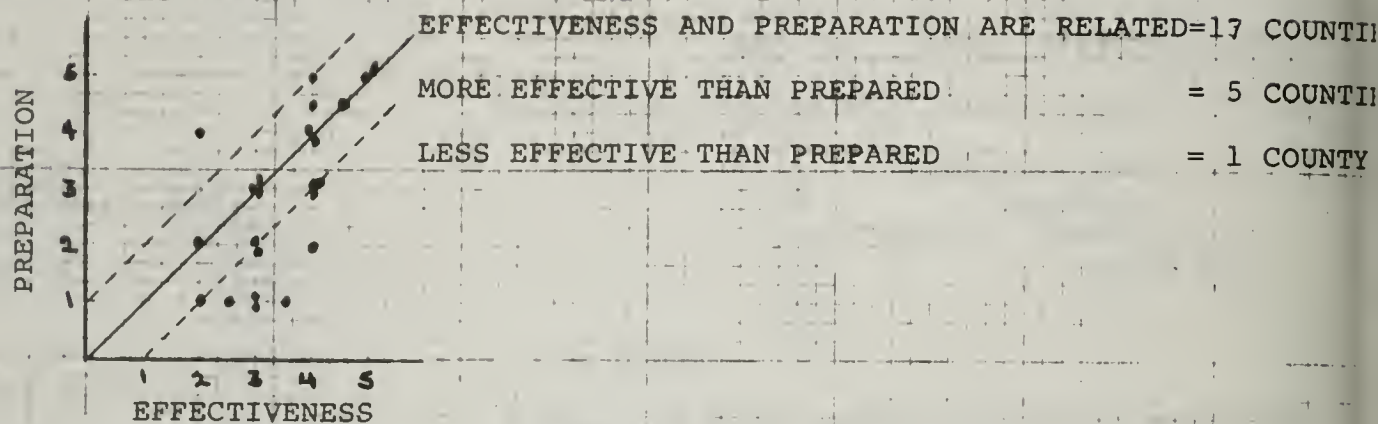


TABLE 6

DIFFERENCES BETWEEN SMALL AND LARGE COUNTIES

	<u>LARGE COUNTIES (N=14)</u> <u>300,000 OR MORE</u>	<u>SMALL COUNTIES (N=11)</u> <u>95,000 TO 299,999</u>
Selection Process Includes Random Selection	14%	55%
Interim Reports, Prepares 3 Or More	57%	33%
95-100% Civil Function	50%	91%
Full Meeting - 4 Hours or More	52%	27%
High (4,5) Effectiveness Rating	75%	18%
Well (4,5) Preparedness Rating	60%	22%

EDUCATIONAL WORKSHOP

1. Would like to attend an Educational Workshop.

Yes	52%	(13 juries)
Maybe	44%	(11 juries)
No	4%	(1 jury)

80% of Northern counties would like a workshop

2. Tentative pledge of funds.

Probably or yes	43%	(10 juries)
		(Amount \$2,700)
Not Sure	17%	(4 juries)
No	39%	(9 juries)

3. Would like to help plan the workshop.

Yes	15 counties
No	8 counties

DISCUSSION

The results indicated that most other grand juries functioned very differently from our jury and that this difference was magnified when one looks at counties with over 300,000 population. Unlike San Francisco most other grand juries do not employ random selection, most jurors are very willing to serve, review only some city departments, employ consultant and have full jury meetings that last three hours or more. The juries in larger counties also issue multiple interim reports. Our interim report on the May 21st riot was the first one issued since the 1975-76 jury and we were told that no consultants had been used since 1972. Jury preparation was considered average or above for about half of the respondents. Several of the other entirely random selected juries also reported their preparation to be below average.

What happened in San Francisco to cause such a deterioration in the quality of the Civil Grand Jury? In July 1974, Public Advocates Inc., issued a complaint in Federal Court against the Judges of the San Francisco Superior Court under the Civil Rights Acts and the Fourteenth Amendment because of the exclusion of certain groups from grand jury service, namely women, young people, non whites, low income families, and residents of low income neighborhoods.

The case was settled out of court when the Judges agreed to a randomly selected jury. Discussion of the case in the Federal Supplement states the Judges might be entitled to select the jury from a "narrower base" but "they completely failed to come forward with information necessary to define that base with any specificity". Judge Renfrew in his Order of Dismissal issued April 16, 1976, stated that "the Court is uncertain that the public interest will be best served by the resolution reached in this case. A randomly selected civil investigative Grand Jury may lack the requisite experience necessary for its specialized tasks in such areas as law, medicine and finance." The Judges of the Superior Court have so far drawn four completely randomly selected juries and have done nothing to see that the citizens of these juries are given intensive training to compensate for deficits in their ability. Using a random selected pool of people, they have made little effort to see that those finally selected for the Grand Jury are willing to put in the time or energy necessary. The Judges have abdicated their responsibility to make random selection work, leaving instead a system that has been set up to be ineffective and powerless requiring undue effort by jury members to overcome this barrier.

We believe in the random selection system and that the Grand Jury should be representative of all the citizens of San Francisco. We believe that the random selection system can be made effective and we submitted on June 3rd a series of immediate and long-term recommendations which should improve considerably the effectiveness of the Civil Grand Jury.

Judge Constine was extremely receptive to our recommendations and followed several of them during the selection of the 1980-81 Grand Jury. Two members of our jury will carry over to provide continuity. When

questioning the potential jurors he made sure that they were entirely voluntary and would be able to spend the time required for service. He has also planned a more rigorous orientation inviting the foreman of our jury and the last jury to address the new members, as well as the Board of Supervisors' Budget Analyst and the Director of the FIRM project. All members of our jury have been asked to turn over their files to the new members and to give them the names and phone numbers of people to contact in the various departments they investigated.

Additional immediate and long term recommendations are listed below.

1. Restructure committees to 6 or 7 with increased membership on each.
2. Formal review of the 1979-80 final report, obtain department heads' written comments on their sections of the report and recommendations and monitor progress on the recommendations.
3. Focus on a few key areas and issue a number of interim reports. The final report should mainly be a collection of the interim reports plus the responses to them and progress made on the issues they contain.
4. Use consultants to supplement in areas where jurors lack expertise.
5. Reach out to commissions and advisory groups to identify issues and problems.
6. Early on obtain copies of internal and external audits and studies about the departments as well as annual reports so that jury members will be well prepared to question the department staff with whom they meet.
7. Rules should be established for attendance and when violated there should be immediate suspension of the individual and replacement with an alternate.
8. Attend the regional grand jury training seminar to be held in September.

LONG TERM RECOMMENDATIONS:

1. Use a larger random pool of 300 instead of 200, to assure adequate qualified candidates.
2. Rewrite the questionnaire (a) to indicate that the commitment is more like 8 hours per week instead of 4. (b) Obtain more information on experience relevant to the work of the jury; e.g., in civic or labor organizations as well as work and educational preparation.

3. Select all applicants who appear to be both interested and qualified assuring that they represent a balance of ethnic groups, ages and income levels.
4. In the future if the jury is still not a dynamic effective group consider asking for volunteers in addition to random selection.

T. Elaine Adamson

1979-80 CIVIL GRAND JURY SPECIAL REPORT

Introduction

On the evening of May 21, 1979, a verdict of involuntary manslaughter was returned by the jury in the trial of former Supervisor Dan White, who was charged with the killing of Mayor George Moscone and Supervisor Harvey Milk. A march to protest the verdict formed near the vicinity of Castro and Market Streets and proceeded to the Civic Center. When it reached City Hall, the crowd found no specific focus for its protest. A small minority of the crowd attacked City Hall, breaking windows and attempting to set the building on fire. Police officers at the scene were stoned and taunted. Later in the evening, police cruisers parked on McAllister Street were torched. Sometime after 11:00 P.M., the police dispersed the crowd from the Civic Center, an action which resulted in numerous injuries to police and to civilians. Following the dispersal, sporadic looting and vandalism occurred in the vicinity of the Civic Center, on Market Street, on Larkin Street, etc. A large contingent of police moved to the Castro and Market district. Crowds formed near the intersection of 18th and Castro Streets. Members of the crowd may have thrown objects at the police. Police officers requested that many of the bars in the area close, which the bars did voluntarily. A squad of police entered the Elephant Walk Bar and cleared it. In the process, substantial damage was done to the premises and many patrons and employees of the bar have alleged brutal behavior by the police.

This Report

The Civil Grand Jury is charged with investigating the performance of city and county departments. The events of May 21st raise many questions about San Francisco's ability to respond to an emergency situation, whether a riot (as in this case) or a natural disaster. We are issuing this report in order to provide the citizens of San Francisco with our evaluations of departmental performance while the events remain relatively recent. Many of the problems which came to light as a result of the May 21st riot are continuing situations or symptoms of larger issues to be addressed by the Civil Grand Jury in its annual report, which will be issued at the end of the jury's term in June, 1980. The Civil Grand Jury hereby makes the following conclusions and recommendations as a result of its investigation of the May 21st riot.

The March and the Violence

The Civil Grand Jury believes that citizens were entitled to assemble and demonstrate in order to protest the verdict in the Dan White trial. The jury approves of the police department's willingness to facilitate this kind of spontaneous demonstration, which formed suddenly and without the usual parade permits. We commend the police department's escort of the marchers from Castro and Market to City Hall.

The Civil Grand Jury condemns the actions of marchers who perpetrated or incited violent acts. Even in view of the astonishing result in the Dan White trial, violent action was a totally inappropriate response to the verdict. Violence could not in any way overturn the outcome of the

trial; furthermore, those who rioted dishonored the memories of Mayor Moscone and Supervisor Milk, both of whom were opposed to violence.

We believe that the large majority of the people at the Civic Center on the night of May 21st were peaceful. Although many of the citizens who marched from the Castro and Market area were members of San Francisco's gay community, we have no evidence that the perpetrators of the violence were gay people. We conclude that it would be inappropriate to refer to the events of May 21st as a gay riot.

Preparedness

I. Intelligence

We conclude that the police department's intelligence gathering system failed to alert the department to the potential of a violent demonstration occurring in the event a lenient verdict was returned in the Dan White trial. Testimony before the jury indicated that members of the gay community and high civic officials communicated their apprehensions to police officials during the week preceding the jury verdict. There is no indication that the police department acted upon this information in any way. Had it done so, the entire incident might have been averted.

II. Training

All police officers receive riot and crowd control training during their course at the police academy. Once on duty, however, the only component of the force which keeps up its training is the Crime Specific Task Force (CSTF). Police personnel assigned to district stations receive sporadic and inadequate formal riot/crowd control training once they leave the academy. Many of the police officers on duty at the Civic Center the night of May 21st had not received instruction in crowd control for years.

III. Equipment

Police, sheriff and other city personnel who may require it appear to have limited and antiquated equipment for use during crowd control situations. As a particular example, gas masks owned by the police are of several different, non-standardized types; some of the police department's gas masks date back to World War II.

Recall Procedures

We conclude that police procedures for recalling off-duty personnel are inadequate. From the time it was determined on the night of May 21st that off-duty officers would be needed to the time that they actually were contacted and reported for duty, hours had passed. The May 21st incident raises anew the question of residence requirements for essential city employees; the length of time it took to locate and recall personnel that evening raises doubts about the appropriateness of the existing residence regulations. The Civil Grand Jury has not reached any conclusions about the residency issue at this time; it will endeavor to make recommendations to the citizens of San Francisco about this issue in its annual report.

In addition to the deficiencies we have found in recall procedures, we also conclude that the police department erred in releasing day watch personnel during the early evening of May 21st. Various station commanders repeatedly called police headquarters following the announcement of the verdict to determine whether or not to release their day watch personnel. Even as the march was forming on Castro Street, day watches were being released. Recalling those officers later proved to be a difficult task, as noted above.

City-Wide Planning

The jury's investigation revealed that San Francisco has an Emergency Operations Plan for dealing with civic emergencies, whether civil disorders or natural disasters. However, it appears that almost nobody in city government is aware of the plan's existence, nor have we been able to determine that any effort was made to implement it during the May 21st disturbance. There was a lengthy attempt the night of May 21st to locate the city's Emergency Services Director, who is responsible for preparing and implementing the plan. The director turned out to be in Sacramento; there is apparently no back-up person designated to be responsible for coordinating emergency services in the director's absence. For all practical purposes, the Emergency Operations Plan might as well not exist.

The May 21st incident demonstrated a total lack of communications and co-ordination among city departments. As a prime example, much has been made of the fact that if there had been a suitable public address system available, community leaders and city officials might have been able to speak to the crowd and provide a focus for the protest demonstration. Frantic efforts all night long to locate such a system were fruitless; nobody in the police department or the mayor's office was apparently aware of the existence of just such equipment in Room 260 of City Hall.

The jury's investigation revealed that there is very little communication or coordination between the police and sheriff's departments. Sheriff Brown was in his City Hall office the night of May 21st and informed police that he was available if needed. Sheriff Brown informed the Civil Grand Jury that he could have provided up to 50 deputies upon request the night of May 21st. He was never asked. In addition, we found that there is no clear delineation of the responsibilities of the police and sheriff's departments for the protection and security of City Hall. At present there appears to be divided jurisdiction between the two departments, with neither one having a precise understanding of who is responsible for what.

The Civil Grand Jury also found that the police department seems unable to protect with the fire department during civil disturbances. On the night of May 21st, fire department personnel attempting to reach a burning police cruiser in front of City Hall were prevented by the crowd from accomplishing their duty. Calls by the firefighters for police assistance and protection were met with inadequate response.

Municipal Response at the Civic Center

The Civil Grand Jury makes the following findings concerning the response

of City officials and departments during the riot at the Civic Center:

- 1) Police response to the riot was hampered by poor communications. All police personnel on the scene could not receive the same channels on their radio equipment; orders and information were not being broadcast on all the channels being used that evening. The Chief of Police was not wearing a radio himself. Furthermore, existing police radio receivers were difficult to hear.
- 2) Additional confusion resulted from the designation of three different locations as "the command post." This term was used to designate a field command post located at the corner of Polk and McAllister, to designate of Chief of Police (who thought the command post was located wherever he might be), and to designate the Mayor (who thought her office was the command post).
- 3) Several times during the evening, a number of public officials, including Mayor Dianne Feinstein and Supervisor Carol Ruth Silver, attempted to address the crowd in an effort to calm it and to provide a focus for the demonstration. Although their efforts were unsuccessful, we commend these officials for their courageous attempts to mollify a hostile mob.
- 4) When it became clear that the crowd was out of control, no effort was made to set up police barricades around the Civic Center area to prevent more people from joining the mob and aggravating the situation, as well as to prevent people leaving the Plaza from returning.
- 5) Several times during the evening, police officers radioed for help by broadcasting a call referred to as a "406." A "406" is the most urgent category among police radio calls for assistance and officers expect all police personnel on duty to respond until otherwise notified. On the night of May 21st, several "406" calls were cancelled by Chief Gain and Deputy Chief Mullen without their sending aid to the officers making the calls. The Civil Grand Jury accepts the rationale that the "406" calls were cancelled to avoid having all police personnel in the city converging on the Civic Center. The Grand Jury concludes that Chief Gain and Deputy Chief Mullen were irresponsible and acted without actual knowledge when they cancelled the "406" calls without dispatching any assistance to the officers calling for help.
- 6) Sometime around 10:00 p.m., squads of police officers who had been stationed for hours in the City Hall rotunda were ordered to march to the front of City Hall and clear the steps and sidewalk on the Polk Street side of the building. The police officers accomplished this task. The officers were then ordered to line up in front of the building and were left standing there for nearly an hour as targets of the mob's hostility. It was during this period that a number of police officers were injured by objects thrown by crowd members. We conclude that there was no rational justification for ordering this line-up or for exposing police officers to an angry mob for an extended period of time if there was no intention to disperse the crowd.
- 7) Before the police cleared the steps and sidewalk, a group of citizens who opposed the violent behavior of some of the crowd members organized

a line on the City Hall steps. These citizens linked arms and attempted to keep the more violent people away from the smashed-in doors of City Hall. Among those in the line of peaceful citizens were some well-known gay community leaders. The organizers of the line were in communication with the police inside City Hall, who were aware of their presence and encouraged their efforts. Nevertheless, when the police finally left the City Hall rotunda and went outside to clear the Polk Street side of the building, they cleared not only the riotous crowd, they attacked and clubbed the members of the non-violent citizens' line who were standing behind the police line and who were never requested by the police to leave. The Civil Grand Jury finds this action by the police inexcusable.

8) The Civil Grand Jury finds that some police officers responding to calls that they report to the Civic Center parked their cruisers on McAllister Street contrary to established policy and practice that police vehicles be parked some distance away from the scene of a civil disturbance. The police cruisers parked on McAllister Street were later vandalized and set on fire by the mob.

9) The Civil Grand Jury concludes that the Chief of Police failed to follow long-established Police Department crowd control procedures and refused to consult with or accept the advice of Police Department personnel who are considered to be the department's experts in riot and crowd control.

10) The Civil Grand Jury concludes that sufficient police personnel were on hand at City Hall by 8:30 - 9:00 p.m. to disperse the crowd. We believe that it was a failure in judgment for city officials to allow violent behavior to continue unchecked once it began. The crowd should have been dispersed as soon as it became violent.

11) The jury concludes that fires and looting which broke out in several areas near the Civic Center following the dispersal of the mob could have been reduced had San Francisco and Mutual Aid police personnel patrolling those areas arrested more of the individuals seen breaking windows or setting fires. The jury has no evidence to indicate that persons who set fires or looted businesses in the Civic Center environs were part of the crowd at City Hall.

The Mood of the Crowd and the Police

The events which took place at the Civic Center the night of May 21st were aggravated by the mood of both the mob and of the police.

Police officers who were present at the Civic Center the night of May 21st almost unanimously testified to their frustration at being prevented from taking action against a mob which appeared to be destroying City Hall. Hundreds of police officers (including most of the CSTF) were kept bottled up in the City Hall rotunda for hours while the front doors of the building were smashed to bits, fires were set in basement offices, and tear gas was released somewhere in the building. When police were finally ordered outside, they were only allowed to clear the steps and sidewalk in front of the building. For nearly an hour, a line of police officers stood outside the building being taunted by the crowd and

serving as targets for those in the mob who were throwing objects ranging from rocks and bottles to trash can lids. A number of officers were injured while standing in the line. In addition, police rank-and-file officers were infuriated to hear "406" calls being cancelled. Officers interviewed by the jury testified that they consider a "406" to mean that a fellow officer is in utmost distress and expect that all on-duty personnel will attempt to respond to such a call. All officers interviewed believed that the cancellation of the "406" calls was the most demoralizing occurrence of the entire night.

The Civil Grand Jury can understand the anger and frustration of officers who were placed in this position and who were unable to take any action against the rioters. The jury believes that some of the acts of police violence which occurred during the dispersal of the crowd later in the evening might not have happened if the level of anger and frustration among the police officers present had not been so high.

The apparent inability or reticence of the police command to respond to acts of mob violence encouraged the violent members of the crowd to step up their attacks. In effect, crowd members seemed to be testing the police; when the police failed to respond to taunts and bottle-throwing, rioters were encouraged to escalate their violence. This led, we believe, to the mob's efforts to set fire to City Hall and the successful vandalizing and torching of the police cars parked in the Civic Center.

Police Brutality at the Civic Center

There have been numerous allegations that instances of police brutality occurred during and after the dispersal of the crowd at the Civic Center on May 21st. We conclude that some incidents occurred at the Civic Center which can only be characterized as the excessive and inappropriate use of force by police officers. We regret that we cannot supply the people of San Francisco with more conclusive details. There has been some reticence by affected private citizens to co-operate with the grand jury by providing witnesses to acts of brutality or substantive evidence of such acts, like medical records. A number of the police officers interviewed by the jury saw nothing, heard nothing and did nothing. The extremely limited resources of the grand jury, which does not have professional investigators, has hindered this aspect of our investigation immeasurably. Nevertheless, the injuries sustained by some members of the crowd at City Hall suggest to us that force far in excess of what would be necessary to disperse the crowd was used by a few police officers.

The problem facing both the Civil Grand Jury and the citizens who allege they were brutalized is that the offending police officers cannot be identified. Both police and private individuals have testified that the police making the sweep of the Civic Center Plaza were wearing dark blue jump suits without badges, and were wearing riot helmets with their visors down. Under those circumstances, it would be miraculous if anyone were able to identify any individual police officer taking part in the sweep.

While it is clear to us that a few officers exceeded the scope of their duties by brutalizing citizens, we also conclude that most police officers

exercised considerable restraint during their service at the Civic Center on May 21st. We are persuaded that it is inevitable that in the dispersal of a riotous crowd there will be injuries to crowd members -- even those who might have been peaceful. Police are authorized to use their batons to push and jab at demonstrators who resist them. In the rush to avoid an oncoming line of police, it is likely that people will be scraped, jostled, bruised or trampled. Such injuries incurred during the course of a civil disturbance do not strike this jury as being evidence of police brutality.

A Debacle on Castro Street

After the riotous mob at the Civic Center had been dispersed, large numbers of police proceeded to the Castro and Market area. The Civil Grand Jury has had some difficulty reconstructing what occurred on Castro Street during the early hours of May 22nd. Many reports to the jury indicated that nothing unusual was taking place on Castro Street when police arrived there. After police appeared on Castro Street, crowds began gathering to see what was going on. A Muni inspector in a Muni vehicle was surrounded by the crowd at one point, and a Muni bus was also blocked for a while. The trapped Muni inspector appealed for police assistance; his request was ignored. Finally, some crowd members apparently persuaded the people surrounding the car to move, and the Muni vehicle left the area.

On the basis of unsubstantiated reports around 1:00 a.m. that bottles were being thrown at police, a much larger police presence entered the area. Specifically, a bus-load of police in riot gear was dispatched to Castro Street and advanced toward the intersection of 18th and Castro. Bystanders, largely members of the gay community who historically have mistrusted the police and were angered by the Dan White trial verdict, began taunting the officers. Captain Jeffries, who commands the Mission Station, ordered police officers in pairs to ask the bars to close. Captain Jeffries received a report that bottles were being thrown from the Elephant Walk Bar, on the southwest corner of 18th and Castro, and ordered it closed.

The grand jury has not been able to unearth credible evidence that bottles or other objects were being thrown from the Elephant Walk Bar. The police claim that bottles were being thrown and that an officer attempting to enter the bar to close it was subjected to a barrage of objects from bar patrons. Bar employees and patrons whom the jury interviewed deny that any objects were thrown at police from the Elephant Walk.

No evidence has been submitted to us to show that the police made a bona fide effort to have the Elephant Walk management close prior to raiding the bar. We note that other bars on the street closed without incident when requested to do so by the police. Elephant Walk spokespersons have said that they would have closed willingly if they had ever been requested by the police to do so. Yet a squad of police invaded the Elephant Walk Bar and cleared it. In the process, numerous patrons and employees of the bar were injured; glassware, bottles and windows were smashed; and the bar was left a shambles. Employees and patrons of

the bar claim that there was no warning that the police were going to enter the Elephant Walk in force.

We conclude that the police raid on the Elephant Walk was not justified by the circumstances, that unnecessary violence was used against Elephant Walk patrons and employees, and that police officers apparently vandalized the premises. If it were true that a police officer had difficulty entering the Elephant Walk through the front door, there was also a side entrance along 18th Street. It is conceivable that a uniformed officer entering the bar might have been pelted, given the hostility of the neighborhood at that moment, but a plainclothes officer could have been sent inside instead, to ask the bar management to close. The members of the Civil Grand Jury are not persuaded that wholesale mayhem was the only possible way to close the Elephant Walk.

In addition to injuries incurred by patrons and employees of the Elephant Walk, people on the streets attempting to leave the area were pursued by police and beaten. One individual was beaten in the alleyway of his own residence. Persistent reports lead us to conclude that police officers used abusive and obscene language to citizens. We find the lack of police professionalism in the entire Castro Street affair, and particularly the Elephant Walk raid, inexcusable.

There has been considerable controversy among rank-and-file police officers over Deputy Chief Mullen's eventual order to withdraw police from Castro Street. In fact, this order is referred to by some police officers as "Mullen's Retreat." The Civil Grand Jury approves of police being withdrawn from Castro Street. Chief Mullen's action probably prevented an already deteriorated situation from becoming an all-night riot.

The Civil Grand Jury concludes, most importantly, that none of the trouble on Castro Street would probably have occurred if police had not shown up en masse and caused crowds to gather. There is no evidence that a massive police presence was necessary on Castro Street at any time during the morning of May 22nd. Small details of police, preferably in plainclothes, could have dealt with the problem of closing the bars, if there were indeed a need to close the bars.

Inflammatory Remarks

In spite of the jury's findings that the police presence and behavior on Castro Street was entirely inappropriate, the Grand Jury particularly must condemn the intemperate remarks of Supervisor Harry Britt made during and immediately after the Castro debacle. While we can understand Supervisor Britt's outrage over the Dan White trial verdict and the events which followed it, we believe that public officials have an absolute responsibility to assist in defusing potentially explosive situations. Instead, Supervisor Britt's remarks could very easily have been interpreted by any nearby listener as condoning the City Hall riot and the harassment of police on Castro Street. Given the inflamed emotions of the crowd, Supervisor Britt's comments could have incited people on Castro Street to further violence. That potential for violence lingered through the rest of May 22nd, since a birthday memorial for

slain Supervisor Harvey Milk was scheduled to take place on Castro Street during the early evening. Supervisor Britt's actions during the morning of May 22nd were irresponsible and dangerous.

Aftermath

Following the May 21st riot, numerous charges were filed by injured citizens against the police. Some of these complaints have grown into lawsuits; others were filed with the police department's Internal Affairs Bureau. The Grand Jury will not comment on the complaints which are now in litigation. We have, however, examined the process and results of the police internal affairs investigations. The Civil Grand Jury concludes that the Internal Affairs Bureau has made a good faith effort to investigate the charges filed with their office. Their investigation has been handicapped by a number of factors:

- 1) The inability to identify the badgeless officers who allegedly brutalized citizens at the Civic Center;
- 2) The lack of cooperation from complainants and their attorneys in providing evidence and witnesses; and
- 3) Lack of cooperation from police officers present the night of May 21st.

We have no evidence to suggest that Internal Affairs attempted to white-wash police participation in brutal behavior; in fact, the Internal Affairs Bureau faced some of the same difficulties the Civil Grand Jury experienced in its own investigation. A number of the Internal Affairs investigations have been completed and the reports have been forwarded to Chief Gain for action. We commend the Internal Affairs staff for making a conscientious effort to fulfill their responsibilities under difficult circumstances.

In addition to the internal affairs investigations and civil suits filed against the City, the police department prepared a selective and highly edited major incident report; the Board of Supervisors' Police Committee held an inconclusive hearing on the riot; and the Police Commission contracted for a report on the riot by SRI International (formerly the Stanford Research Institute).

The SRI Report

The Civil Grand Jury believes that the findings of the SRI report are consonant with our own findings, and hopes that the two reports will be read in concert. Each of the reports has a slightly different focus. The Grand Jury had the advantage of access to materials and documents which may not have been available to the SRI researchers.

A Lesson Ignored?

The Civil Grand Jury hoped that city agencies had learned something as a result of their experience on May 21st. We are appalled to hear that around 1:30 a.m. on Hallowe'en a busload of riot-equipped police once

again appeared on Castro Street to sweep revelers from the area. Citizen monitors who were on duty all evening to assist the police in controlling the crowd and who had been working together with plainclothes officers now report that they were beaten or clubbed by the riot squad. Although the Grand Jury has not yet substantiated these allegations, complaints of this nature suggest to us that the police department has learned very little from its May 21st experience.

Recommendations and Conclusions

- 1) The Civil Grand Jury recommends that the police department review its intelligence operations both to improve its means of keeping informed of activity in the City's significant communities and to make better use of information which is already being submitted to the department.
- 2) The Grand Jury can discern no significant improvement in police/gay relations since May 21st. We recommend that Chief Gain immediately act to re-institute the Community Relations Program he dismantled, and which he has been ordered to reactivate by Mayor Feinstein and the Police Commission.
- 3) (a) We recommend that police station personnel be given refresher instruction in crowd and riot control, and that station personnel be drilled in such procedures at least twice a year.

(b) We also recommend that there be coordinated training of other city departments to ensure that they can respond effectively to future civil disorders or natural disasters. We commend the Sheriff's department for instituting riot control training on its own.

(c) We recommend that each city department periodically train and certify that their personnel are familiar with the provisions of the city Emergency Operations Plan (and its current revisions).
- 4) We recommend that within the limits of fiscal restraints the City conduct a full-scale evaluation of riot and crowd control equipment needs and proceed to purchase the necessary equipment, including items such as effective gas masks, shields, bulletproof vests, communications devices, etc. Such equipment should be standardized and interchangeable among the departments which may have need for it.
- 5) We recommend that the police and other city departments immediately institute action to improve their procedures for recalling essential personnel in time of emergency, including considering the use of remote controlled paging devices to signal off-duty personnel, and establishing and enforcing a residency requirement for emergency personnel which would permit prompt recall.
- 6) The Civil Grand Jury strongly urges that effective contingency plans be drawn up for dealing with possible civil disorders occurring at locations known to be the foci of public demonstrations, such as City Hall, the Federal Building, the Hall of Justice, the Iranian Consulate, etc. (The Mayor has informed the jury that a contingency plan is being developed for dealing with possible disorders at City Hall. Another plan will deal with disorders in the rest of the City.)

7) We recommend that better communications and cooperation be established between the police and sheriff's departments. Because of the expense to the City in using Mutual Aid personnel from other jurisdictions, we urge that the police first request assistance from the sheriff's department when there is a need to augment police department resources.

8) We recommend that there be a clear, written plan delineating the responsibilities of the police and sheriff's departments for the protection and security of City Hall. This should end the existing confusion over jurisdictions.

9) (a) We recommend that disciplinary action be instituted against any officer cancelling a "406" call without specifically knowing that the officer calling for assistance is no longer in jeopardy.

(b) We recommend that the police review their procedures for responding to calls for assistance from the San Francisco Fire Department and implement changes immediately to prevent a re-occurrence of the police failure to protect and assist firefighters at the Civic Center on May 21st.

10) We recommend that a well-publicized list of alternates be named to act in the place of the city's Director of Emergency Services in the event of the director's absence or incapacitation. There is no purpose to San Francisco having an Emergency Operations Plan if no one knows where it is or how it is implemented.

11) As long as police officers can remove their badges, instances of police brutality will take place for which the perpetrators will never be called to account. We understand, as well, that in a crowd control situation, police badges can become hazardous and that there is justification for their removal. To insure that police officers are accountable for their actions, as well as for their own protection, we urgently recommend that all police uniforms, including jump suits used in riot situations, bear the officer's last name and/or badge number on a highly visible patch sewn to the uniform.

12) We have a recommendation for our fellow citizens who may find themselves in a crowd that is becoming riotous and who wish to avoid being injured: LEAVE!!!

13) Although we believe the police department Internal Affairs Bureau did its best to investigate complaints filed with them, we recommend that the line of authority be changed to remove the bureau from the jurisdiction of the Chief of Police. Instead, the Bureau should answer directly to the Police Commission or some other responsible civilian body. Complaints filed by rank-and-file police officers against Chief Gain and Deputy Chief Mullen have been forwarded to Chief Gain for review, as required by the current structure. Chief Gain has not acted on those complaints. It is unacceptable for the system to allow someone against whom a charge has been filed to be the reviewing official.

14) We recommend that the penalty for police officers found guilty of brutalizing citizens be dismissal from the police force. Nothing is

more detrimental to the necessary cooperation between citizens and police department than having a citizenry which fears its police. We consider it imperative that the police department make every possible effort to identify and dismiss officers who commit illegal violent acts. San Francisco cannot tolerate the spectacle of its police breaking the law.

We wish to make it clear that we believe the San Francisco Police Department's record to be relatively free of brutal incidents. We particularly commend the department for its tremendous restraint in the use of firearms. This has resulted in a much lower incidence of police shootings than suffered by many of our neighboring cities. We are particularly grateful that no gun was drawn by any officer the night of May 21st.

15) We recommend that the police department revitalize its dwindling motorcycle and mounted divisions. A relatively small number of police officers on horses and/or motorcycles can be extremely effective in controlling crowds.

16) In order to reduce the possibilities of confrontations between police and potentially hostile citizens, we recommend that the use of civilian monitors at protest demonstrations and other gatherings be encouraged. We urge the police department to assist in training monitors and to coordinate their crowd control efforts to avoid any future instances of police attacking monitors.

In Closing

The members of the 1979-80 Civil Grand Jury hope that their fellow San Franciscans will find this special report useful. We are aware of its deficiencies; nevertheless, we believe we have made an honest effort to determine what happened the night of May 21st. If we had the luxury of full-time professional researchers and investigators, this report would have been more exhaustive.

We wish to thank all the people who met with us; this report would not have been possible without their willing cooperation.

Our conclusion about the May 21st riot is that many citizens and municipal officials conducted themselves abominably. We can only hope that everyone who experienced that awful evening has learned something from it, and that our recommendations will be considered seriously as means of avoiding a future riot or civic disaster.

The Civil Grand Jury will maintain a continuing interest in the issues raised by the events of May 21st, and will attempt to assure ourselves and our fellow San Franciscans that concrete changes will be made.

We close this report imploring our fellow citizens to maintain their self-control and refrain from responding to events with mindless violence. Rioting accomplishes nothing; it only creates bitterness and discord, and can lead to further violence. We call on all San Franciscans to live up to our city's long, time-honored tradition of expressing itself in peaceful ways.

Dated: December 3, 1979

1980~81
CIVIL
GRAND JURY
REPORTS



DOCUMENTS DEPT.

JUL 10 1981

SAN FRANCISCO
CALIFORNIA

CITY AND COUNTY OF
SAN FRANCISCO
CALIFORNIA



1980-81 GRAND JURY REPORT

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June 30, 1981

LETTER OF TRANSMITTAL

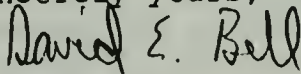
The Honorable Donald B. Constine
Presiding Judge
Superior Court of the City and County of San Francisco
City Hall
San Francisco, CA

Dear Judge Constine,

Attached is the annual report of the Civil Grand Jury, a 255 page document reflecting the research and review of the policies and operations of selected areas of San Francisco government.

The members of the 1980-81 Grand Jury would like to thank you for your willingness to meet and for your interest in Jury matters. Many citizens may not know that the Superior Court is home for the Grand Jury and hence responsible for juror selection, training, maintenance, budget, and administrative matters. We were very fortunate to have had the cooperation of your office in these areas and the very able assistance of Mike Tamony as Jury Consultant.

Sincerely yours,



David E. Bell
Foreman,
1980-81 Civil Grand Jury

MEMBERS OF THE 1980-81
CIVIL GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Mr. Michael E. Barnes

Mr. Edward J. McArdle

Miss Alvin J. Betha

Mr. Michael Miller

Col. Elmer M. Burns, USA(ret.)

Miss Mei Mei M. Ng

Mr. Harris C. Bleckley

Mrs. Bernice Y. Pon

Mrs. Norma De Maestri

Mrs. Phyllis M. Schaumberg

Miss Laura Ingram

Mr. Theodore T. Taheny

Mr. Bernard M. Lazarus

Mr. Leslie Wheeler

Mr. Jeffrey B. Leong

Mr. Edward M. Smith,
Secretary

Mr. David E. Bell
Foreman

INTRODUCTION TO THE
1980-81 CIVIL GRAND JURY
REPORT

In the first months of jury service, the 1980-81 Grand Jury reviewed jury operations, read suggestions of prior juries, and decided to alter certain areas of jury operation to try to reduce recurrent jury problems. Aside from being 50% longer than recent annual reports, this report reflects a number of the changes we made: the report reviews fewer departments, but in greater depth, uses the City's new management-by-objective process(FIRM) in all departmental operations, has a standardized format, and, not insignificant in the production of reports this size, is the first annual report using the revision capabilities of a word processor. Below is a discussion of the reasons for these changes:

1. Reduction. Beginning last year the law has allowed juries greater discretion in determining how often reviews must be made. Until then state law required Grand Juries to investigate and report on each department in local government each year. The City and County of San Francisco contains over 55 of these departments---not counting BART or the Golden Gate Bridge District which the jury is empowered to investigate. The law now requires that the Grand Jury only investigate each area once in eight years. Although the previous Grand Jury had not chosen to do so, we decided to try limiting our investigation to seven areas, but increasing the coverage depth in each. We feel that the test was successful and would hope that future juries continue and refine the approach.

2. FIRM. In the last eighteen months San Francisco brought on-line a management-by-objectives system to aid in operating City departments. The Mayor's Office works with departments to define increasingly specific goals and objectives so that persons both inside and outside the department are able to always understand what the purpose of a department or a subsection of that department is, how its resources are being applied to these purposes, whether it is meeting its targets in the number of documents processed, or in whatever service the department is providing. In concept this is a perfect tool for a jury of laymen to use upon investigating a department. The computer printouts explain what the City believes that department is doing, the criteria on which it is judged, and the specific data on which these judgments are made. In practice we found the FIRM documents to be less helpful because: (1)the documents and their use is new enough that the departments themselves are not always

comfortable with them and may even have different systems to count the departments' efficiency, (2) the documents are frankly a little complicated for many on the jury who have had little experience with these management techniques---and like department managers, the jury will turn to other and more familiar ways of judging how the department is doing. However, both of these problems do not strike us as serious enough to be regarded as permanent; as time goes on FIRM will become an accepted part of city management and should be similarly relied upon in Grand Jury review.

3. Format. The report format has been markedly changed from those of the past for the two reasons. First, we have larger committee reports as well as a longer total report. This year we review 7 areas in approximately 250 pages versus 60 areas in 140 pages, as was done last year. Structure had to be introduced for the sake of the writer as well as for the reader. Second, we wanted to increase reading efficiency; readers should be able to come for specific information without being held hostage by disorganized verbiage.

The following format was set as a guideline for the preparation of the reports and although there is some variation among reports, the reader should be able to find his or her way around in the 40 page chapters easily:

GUIDELINE FORMAT FOR THE 1980-81 CIVIL GRAND JURY REPORTS

A. BACKGROUND. (25% of report) This section presents the data and other information the reader should have to understand the analysis and recommendations. This presentation (and the bibliography at the end of each report) also allows the reader to evaluate the amount and depth of information we had available in making our conclusions.

1. Departmental history.
2. Organization.
3. Departmental goals.
4. Resources.
 - a. Dollar.
 - b. Human.
 - c. Facilities

B. ANALYSIS. (50% of report) This section consists of a list and discussion of those areas we found most important for readers to know about.

C. RECOMMENDATIONS. (20% of report) The title speaks for itself. Please note that we expect the reader to be familiar with the BACKGROUND and ANALYSIS.

D. BIBLIOGRAPHY. (5% of report) We have added this section to

help those who follow in reviewing or continuing our work. The list is annotated where useful and tells where copies of the documents can be found.

CARRYOVER JURORS

Last year California law allowed four jurors to remain on the jury for the next year. Mrs. Phyllis Schaumburg and Father Theodore Taheny volunteered and were approved by Judge Constine to serve a second year. We were extremely fortunate to have carryover jurors in general and these two in particular. Both were always pleasant and patient in dispensing wisdom---never suggesting that they knew all the answers---when, in fact, they generally did.

This year the law would have allowed four jurors to be carried over. However, only two of the current jurors have volunteered to serve on the 1981-82 jury; both have been selected to serve again and one will be foreman. The jury should benefit tremendously from this arrangement.

TO DEPARTMENTS INVESTIGATED

We would like to thank the people in the seven operating departments we reviewed. Without exception we were received courteously and with goodwill---even when our repeated requests for material was burdensome and our questioning must have been trying. We have tried to repay this effort not with pulled punches, but by being cautious in our conclusions, and with an attempt to verify facts.

David E. Bell,
Foreman

OFFICE OF THE TREASURER AND TAX COLLECTOR

In November 1978, San Francisco voters approved a charter amendment whereby the Office of Tax Collector was transferred from the jurisdiction of the Chief Administrative Officer to that of the Treasurer of the City and County of San Francisco. The Charter of the City and County of San Francisco (3.405) accordingly now reads "Effective July 1, 1979, the office and duties of tax collector are consolidated into the office of treasurer." It is solely for purposes of facilitating organization of exposition and understanding that these two consolidated units have been separated in this Report. In any case, no organizational chart illustrating the relationships of function, responsibility and answerability between the Treasurer and the Tax Collector has as yet been drafted and promulgated.

PART I -- THE OFFICE OF THE TREASURER

I. NARRATIVE HISTORY --- FIVE YEAR SPAN

A - MISSION OF TREASURER

The City Charter (6.311) succinctly describes the goal of the Treasurer's Office as responsible overseeing of the receipt, deposit and investment of funds. Further, this Grand Jury judges that the sense of the voters' July 1, 1979 Charter amendment is that the Treasurer is to take an active, intelligent role in working with and overseeing the Tax Collector's Office. In addition, the State Government Code (29915) mandates the County Treasurer as location for redemption of matured bond principal and interest.

During the five-year span 1975-76 to the current fiscal year (1980-81), the total dollars budgeted for the Office of the Treasurer have increased just slightly under 20%, from \$538,000 in 1975-76 to an estimated \$643,000 this fiscal year. (1) Departmental revenue has been almost exclusively derived from the return on the City's taxes and other collected moneys which have been invested (cf. pp. 4-6).

In these past five fiscal years, the principal structural change has been the consolidation of the Tax Collector under the overall responsibility of the Treasurer. In fact, the organizational structure of the Treasurer's Office has had two major changes, one internal, the other, as it were, external, during the latter years of this fiscal period. Internally, a major administrative change was the retirement after nine years of service of the veteran Treasurer, Mr. Thomas Scanlon, on July 31, 1980, shortly after the start of the current fiscal year. Miss Mary I. Callanan, formerly Chief Accountant of the San Francisco Airport, was appointed by the Mayor to fill the position beginning August 1, 1980. At the forthcoming general municipal election, November 1981, the election for the Treasurer will be held (Charter 9.100-1). The other earlier

OFFICE OF THE TREASURER AND TAX COLLECTOR

change, one of great dimensions with proportionately greater responsibilities and challenges as also concomitant complexity and potential, was the consolidation of the Tax Collector's Office with that of the Treasurer. As noted at the outset, this stemmed from the will of the voters. It has been in effect for two years.

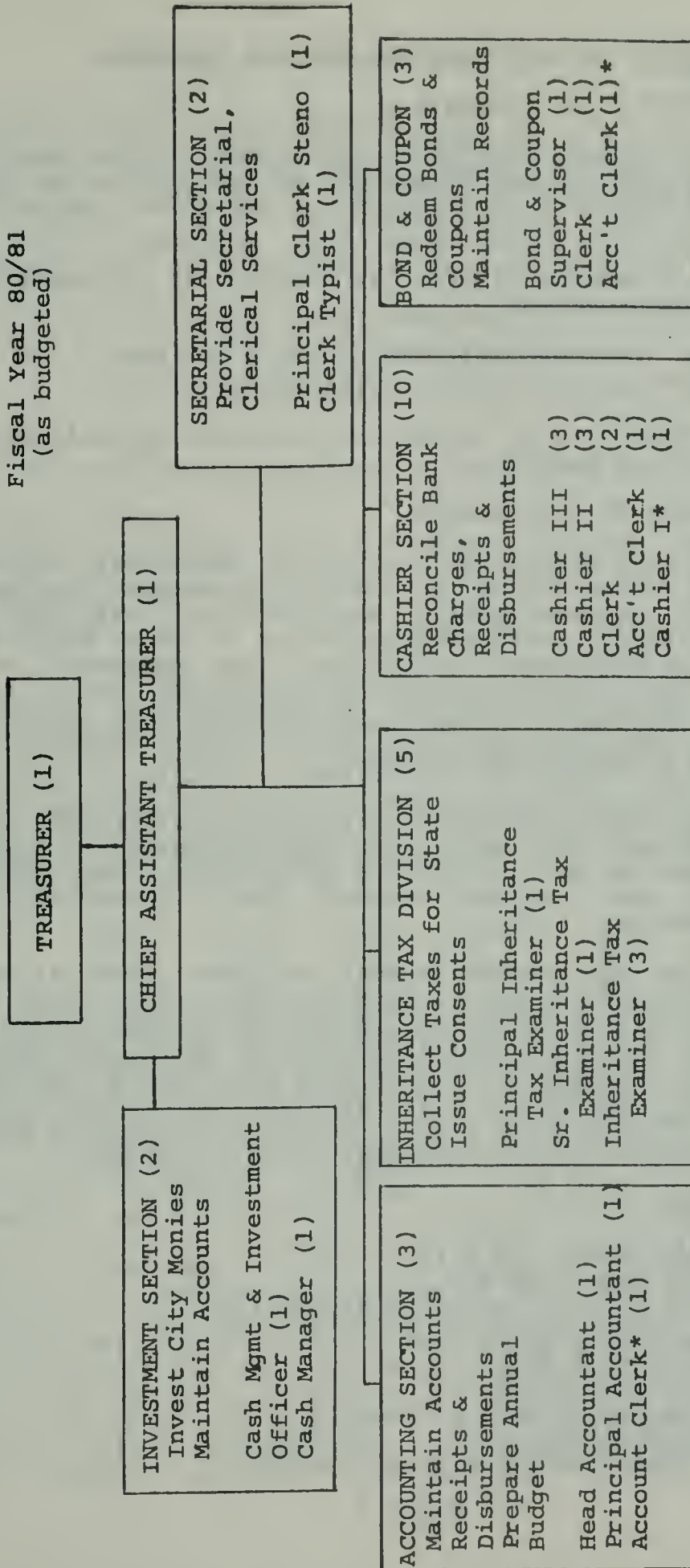
Two significant structural/functional changes, moreover, have occurred within the Office this year. First, following the recommendation of the Mayor's Fiscal Advisory Committee, a new position of Cash Manager was added at the beginning of the 1980-81 fiscal year. The principal function of this position is to coordinate and improve methods of effecting immediate transfer of money received. Such methods aim at the prompt deposit of receipts from various departments of the City, principally from the Tax Collector. Second, when the State Controller resumed the collection of inheritance taxes at the close of the calendar year 1980, the budgeted Inheritance Tax Division was eliminated.

Within the Treasurer's Office, there are two principal administrators, the Treasurer and the Chief Assistant Treasurer, who are responsible for overseeing four sections: Investment, Accounting, Cashier, and Secretarial.

Since 1976 the number of budgeted positions in the Treasurer's Office has remained stable. The only new budgeted position during this period has been, as just noted, that of Cash Manager. At the outset of the current fiscal year, the number of positions was twenty-seven, four of which were Comprehensive Employment and Training Act (CETA) employees. Consequent upon cutbacks in this federal program, all CETA employees were let go. As mentioned, the Inheritance Tax Division was eliminated midway through this fiscal year with an additional reduction of four employees. Lastly, this past April, the Cash Management and Investment Officer resigned, having received a private business offer which he could not refuse. Accordingly, the Office presently has eighteen employees.

OFFICE OF THE TREASURER
ORGANIZATION CHART

Fiscal Year 80/81
(as budgeted)



*CETA POSITIONS

OFFICE OF THE TREASURER AND TAX COLLECTOR

1. MANAGEMENT OF CITY MONEYS

The specific responsibilities established by project FIRM (Financial Information and Resources Management) in the Spring 1979 continue effective during the current fiscal year. These are:

- 1- to account daily for the receipt of all deposits by City Departments;
- 2- to redeem daily Controller's warrants and fund disbursements for other legal obligations;
- 3- effectively to invest City moneys, as available, as quickly as possible.

2. INVESTMENT OF CITY MONEYS

This last goal has become one of the principal objectives and functions of the Office through its Investment Section. As such, it has received special scrutiny from this Jury. The principal goals and corresponding duties of this Section are two: first, to administer and control the investment of all moneys which are in the Treasurer's custody and which are not required for payment of current obligations; and, second, to maximize interest income of such moneys while preserving the liquidity and safety of the principal.

In the opinion of this Grand Jury, the administration of the Investment Section this past year has continued to maximize interest income within safety limits, providing the City and County with much needed revenue while protecting its investments against inflation.

By State law, the Investment Section cannot invest in common or preferred stocks, corporate bonds or other instruments which might be construed as having a high element of risk. Below is a listing of the more conservative sectors in which investment is allowed, shown together with the City and County's portfolio percentage of investment distribution. Of this amount, approximately \$580 million are in the City's portfolio proper. The other \$100 million, approximately, are in bonds.

Portfolio: (2)

Treasury Notes and Bills	15.81%
Federal Home Loan Bank	6.19%
Federal National Mortgage Association	13.11%
Federal Farm Credit bank	8.64%
FNMA Discount Notes	4.83%
FHL Discount Notes	7.26%
Bankers Acceptances - Domestic	16.87%
Commercial Paper	9.28%
Negotiable Certificates of Deposit	18.01%

OFFICE OF THE TREASURER AND TAX COLLECTOR

All transactions affecting the City's portfolio are made a matter of permanent record through the issuance of confirmation copies. Additionally, in the respective bank vaults, tapes are held of all entries to "BAMTRAC," "CASH MANAGEMENT SYSTEM" and "CASHLINK." These are sophisticated electronic daily cash balancing systems, used respectively by Bank of America, Crocker National Bank and the Bank of California.

For the five-year span commencing in July 1976, the interest earned and the rate of return have been:

	1976/77	1977/78	1978/79	1979/80	1980/81 (estimated)
Average Daily Balance (thousands)	390,000	397,372	509,358	546,174	616,945
Annual Interest Earned (thousands)	24,482	25,997	46,272	61,777	72,400
Percentage Rate of Return	6.27	6.52	9.08	11.28	12.95

It is to be noted that the current percentage yield exceeds the rate earned by the State/Local Agency Investment Fund. This rate of return is reasonable, allowing for investment constraints imposed by statute yet keeping well abreast of national inflation. While no inflation rates are readily available for the specific time periods noted above, guideline inflationary statistics (on the Consumer Price Index) as offered in percentage figures by the U.S. Department of Commerce for year-end are:

1977	1978	1979	1980	1981
6.20	6.45	7.65	11.26	n/a

In a word, the Investment Section is charged with the ethical, prudent and profitable investment of surplus City and County funds. The principal sources of these funds are budget allotments provided to the various departments and agencies, State and Federal grants and that daily revenue realized by the Tax Collector's Office. This Section has a staff of three: the Cash Management and Investment Officer, who in April 1981 resigned to take a position in the private sector, a Cash Manager and a Secretary. Pending Civil Service Commission approval, the first position is being temporarily filled by the Cash Manager. As a result, the latter's previous duties can be attended to only as time allows or when exceedingly urgent. The office is located in a small adjunct space between the first and second floors of City Hall, having neither windows nor air-conditioning nor suitable emergency exit. The staff work from 7.00 a.m. until 3.30 p.m. to conform to the schedule followed by the banking and investment community of San Francisco. The office, small though it is, contains electronic hardware for two computer systems, Moneymax and Telerate which, though

OFFICE OF THE TREASURER AND TAX COLLECTOR

several years old, continue to provide up-to-the-minute information on the best investment possibilities.

MONEYMAX is the most advanced computerized cash management program available to any public agency. It consists of four separate modules, each designed to enhance the portfolio performance: (a) Accounting and Reporting, (b) Cash Flow, (c) Investment Optimization, and (d) the Swap and Trade modules. The equipment consists of a printer, CRT (audio) screen and a data coupler linking, by telephone line, the printer and screen to the computer located in Chicago. Installed in 1975 for a one-time expense of \$60,000, with an operating cost of about \$25,000 per year, this system has helped bring to the City an annual increase of over \$1,000,000 in interest revenue.

TELERATE is a financial information network. Consisting of a CRT (audio) screen linked to a computer in New York, it furnishes news and information on all aspects of the money market, as well as Federal Reserve statistics, all of which are updated continually throughout the day. It may be that the annual contract for "Telerate" will not be renewed on July 1, 1981.

PREVIOUS GRAND JURY REPORTS

During the preceding four-year period, previous Grand Juries have highlighted the following in their reports to the City and County on the Office of the Treasurer.

1976-77. The computerized equipment utilized, such as the Moneymax System, was considered as advanced a cash management program as any available to the Treasurers of California cities and counties.

1977-78. It was noted that thousands of dollars of interest are inexcusably lost when City Departments do not forward checks to the Treasury as expeditiously as possible after they are received.

1978-79. The criticism continued that there was a delay between the time various City and County entities received moneys and the time they forwarded such to the Treasurer for deposit. No examples were given. To remedy this situation, the hiring of a Cash Manager, as had been suggested by an Advisory Committee of bankers, was urged.

1979-80. This Jury recommended that the Office of Treasurer remain elective. Additionally, this Jury urged the Treasurer, who has the primary responsibility for supervising the Tax Collector's Office, to review the Main Hurdman & Cranstoun Financial Report of June 30, 1979 on the Tax Collector's Office, with an eye to appropriate and timely compliance. (cf. p. 37).

OFFICE OF THE TREASURER AND TAX COLLECTOR

B - FACILITIES

1. LOCATION:

The Treasurer's Office continues to be located on the main floor of the City Hall immediately contiguous to that of the Tax Collector and sharing a remote entrance approach with the Controller. An exit onto Grove Street is located in the basement; this also serves as an entrance for employees of Brink's Inc. who arrive to pick up collections for deposit.

It is worth repeating that the Investment Section continues to be located in a windowless upstairs room with little ventilation, no secondary fire exit and to which access is only available after passing through a small vestibule used for storing unwanted furniture.

Entrances, exits, location of counters for receiving and disbursing cash and other moneys will be discussed more at length when treating of security within the office. Accessibility between the Tax Collector's and Treasurer's Offices remains as it was prior to the July 1, 1979 consolidation.

2. EQUIPMENT

Electrical outlets for the all-important equipment necessary to the efficient operation of the office are located in sufficient numbers and are appropriately situated. The supply of electricity, however, is woefully inadequate, underusing machines and overburdening personnel.

The Moneymax System and the Telerate System continue to be suitable and up-to-date. The acquisition in 1980 of remittance processing equipment has significantly upgraded revenue determination and prompt deposits of tax and license money received from the Tax Collector's Office. This NCR Remittance Processing System for encoding and depositing all receipt checks has most commendably eliminated the previous minimum one-day "float."

Other equipment --- typewriters, mailroom machines, calculators, safes --- while not new, seem servicable and no better or worse than City offices generally must use.

The Electronic Data Processing (EDP) equipment located in the City Hall basement does not seem to provide satisfactory service to the Treasurer and, accordingly, is not utilized to any significant degree for either record-keeping or data retrieval.

Training in using the equipment is largely on-the-job. Maintenance of equipment is adequate. Inefficient use of equipment stems far more from the unavailability of electrical

OFFICE OF THE TREASURER AND TAX COLLECTOR

power than from mechanical failure of the equipment.

C - GOALS

The goals of the Treasurer's Office are as indicated in the City Charter and cited above.

The goals which the Treasurer's Office personnel set for themselves are both those established by the Charter and mandated by the State, as well as particular objectives which roughly correspond to prioritized daily responsibilities. These include:

1. the accurate daily receipt of all City and County moneys and checks either through direct bank deposits, lockbox operations or the Treasurer's Receiving Window;
2. daily reconciliation of redemption of controller warrants through the Treasurer's Paying Cashier windows and through its clearing house bank;
3. daily input and reconciliation of 1 and 2 into the cash register and into the San Francisco Financial Accounting Management Information System (FAMIS);
4. exact daily reconciliation of the cash total, reflecting receipt and disbursement activities; and
5. daily redemption of matured bonds and coupons upon their presentation.

In addition, the office is mandated by the State Code and the City Administrative Code effectively to administrate: Absent Heir receipt, payment and transmission to the State Treasury; 1934 Street Improvement Bond payments to the State Treasurer; Coroner's unclaimed money receipt and transmission to the State Treasurer; and Deferred Payment of Settlement Trust Fund (as established at the beginning of the current fiscal year, July 1, 1980).

With the change over in the City's Accounting system to the current FAMIS System, prepared for in 1978-79 and introduced in 1979-80, the accounting objective has now become total cash represented by "Cash in Bank and Investments Account" and "Cash on Hand in the Treasurer's Group of Accounts", rather than the previous focus on an end product of a cash statement by funds. Moreover, the consolidation of the Tax Collector's Office with the Treasurer's Office, concomitant with the initiation of Management by Objectives (FIRM), necessitated and saw the coordination of the accounting and budgeting functions of the consolidated department.

With the acquisition of the Remittance Processing System

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(NCR computer complex), the goal urged by previous Grand Juries of speeding up transfer of moneys for deposit from other City departments to the Treasurer's Office has been largely realized. During normal times such receipt and deposit take one day, two days at most during peak periods such as those prior to December 10th and April 10th property tax payment deadlines.

ROLE IN CITY GOVERNMENT

Within the complicated system and activity of City and County government and responsibility, the Treasurer plays a principal role which is both privilege and also peril. It is privilege because the machinery of government, with its safeguards for life and law and its social/educational/recreational programs, runs on the oil of money. The more efficiently the City's tax moneys are managed and the more securely they are guarded as resource, the more profitably will investments serve the many citizen needs provided for by the General Fund, and the more effectively will City Government accomplish what it is supposed to do. As functions which are the immediate responsibility of the Treasurer, the receiving and the investing of public moneys constitute a privileged role. On the other hand, given the volatility of money's value, the normal reluctance of wage earners and property owners to part with some of what they have earned, and the fact that eternal vigilance is the price for ensuring ethics and legality in receiving and disbursing and investing, media spotlighted peril, where money is the medium, is never more than a transaction away.

1. ANSWERABILITY

As an elected City and County officer, the Treasurer is primarily answerable to the people. As a public official, the Treasurer serves the general public. In addition, however, the Treasurer is immediately answerable to the Mayor and the Board of Supervisors insofar as they control budget strings. These officials expect from the Treasurer not just that quality of polite, personal and punctual service which the general public look for in a public servant, but rather they demand a high degree of efficient and profitable management of moneys accruing to the City from taxes, fees, license charges, interest, etc.

Such increase in interest income, as was noted above through the time span 1976-81, underscores this expectation. This growth in interest earned through the City's investments from over \$24 million in 1976-77 to an estimated \$72 million this current (1980-81) year indicates the serious and substantive reliance of the City and County on the investment expertise of the Treasurer's Office. It is anticipated that such reliance will become even more indispensable with the impending decrease in State and Federal subventions to the City.

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2. RESPONSIBILITY

As previously mentioned, the Treasurer is responsible not only for functions heretofore described but also for supervising the Office of the Tax Collector as approved by the voters and stated in the City Charter. Since July 1, 1979, the concrete, written spelling-out of this supervisory relationship in function, policy, investment, communications appears to have progressed little. This may be due, at least in part, to the fact that during the first year of consolidation the previous Treasurer was approaching retirement and during this past fiscal year, the second year of consolidation, a new Treasurer has been faced with the expanded challenge of managing a more complicated fiscal operation with a reduced staff.

3. PERFORMANCE

As noted, a major accomplishment of this office has been the increasingly profitable cash and investment management, notable even after allowances have been made for inflation and for an increase during recent years of capital available for investment.

A second accomplishment is the continuing improvement in reducing the time period during which moneys are kept in City Departments or the Tax Collector's office prior to their being deposited in the bank at interest.

A third accomplishment has been the maintenance of good staff morale and job satisfaction among personnel, commendably so through the transition period from the previous Treasurer (Mr. Thomas Scanlon) to his successor (Miss Mary I. Callanan), a year when one division was eliminated (Inheritance Tax) and the CETA program was curtailed, resulting in an imposed total reduction of eight persons in Staff.

4. PERFORMANCE OF THE FOUR OPERATING SECTIONS

1. Accounting Section: Major accomplishments of this section have been the the daily maintenance of reconciled cash accounts in the FAMIS reports with complete back-up papers and the accounting trail. Additionally, the two accountants comprising this section have met deadlines in that coordination of accounting and budgeting functions of the Treasurer and Tax Collector, a coordination necessitated by the consolidation of the two offices. This coordination continues to receive City audit approvals.

The accounting section, moreover, coordinates the quarterly input as well as the evaluation of results which are provided, in accordance with project FIRM, by all operating units of the Treasurer's office.

2. Cashier Section: This Section, as responsible for the

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daily receipt and disbursement of City funds, has played a key role in the recently realized gain of two days of investable funds. (3) Through same-day verification for deposit of cash and checks received from City Departments, now possible with the NCR remittance processing system since the second quarter of this fiscal year, same-day credit is earned and the money becomes immediately investable.

One managerial difficulty for the Cashier Section has been the added workload necessitated by the influx into San Francisco of some thousands of Southeast Asian and other refugees. These refugees cash their warrants from the Department of Social Services at the Treasurer's office. This, as is clear, necessitates additional cashiering time at the windows from the regular staff, thus delaying the required daily posting by this section to the daily Cash Book.

3. Investment Section: The continuing sound and commendably profitable investment of city moneys has already been commented upon (cf. pp. 4-6). In addition, a reliable backup file of all City investments has been established in Illinois. This second file provides the City with prudent and desirable protection for its invested money should some catastrophe or accident destroy local records or impede the use of the Section's local facilities.

Another significant achievement within this Section during the past fiscal year was effected by the new position, that of Cash Manager. For example, by the third quarter of calendar 1980 a backlog of \$750,000 in payments of parking violations had built up in the Municipal Court. All major banks in San Francisco were invited to bid on a "Lock-Box Program" to solve the court's internal processing problems. The awarded bank commenced the program in mid-October 1980 and by early November the backlog had been completely unjammed. Since then, all payments have been processed by the bank on the same day as received by the City. Another step forward is that bank negotiations have recently been completed by the Cash Manager to allow the use of the NCR equipment on a manual mode (without power restrictions) and thus to reduce daily processing fees, with a consequent cost cut of \$10,000 and a revenue increase of upwards of \$125,000. Additionally, changes recommended for the money counting room of the Municipal Railway are currently under study by the Treasurer.

By working for close to a year alongside the recently resigned Cash Management and Investment Officer, the relatively new Cash Manager, Mr. Daniel P. Daly, was able to step in during the last three months of the fiscal year, overseeing City investments which to May 31, 1981, averaged \$680 million, of which amount approximately \$580 million are in the City's portfolio proper. To maintain continuity, the Treasurer has requested of the Civil Service Commission that Mr. Daly continue to serve temporarily until the examination for the

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position is held. The downside of this situation is that Cash Manager functions and projects of lesser urgency are being interrupted and postponed in the interim.

4. Bond and Coupon Section: With the continuing increase of general obligation bonds approved by the electorate and issued for various City improvements, e.g., port, schools, airport, sewers, fire department, etc., a non-augmented staff has continued to pay them as presented when due and payable. Meeting such due dates, however, has been possible only through reassignment of a clerk from another section which, in domino-fashion, shifts a labor burden to the Cashier's Section where warrant reconciliation is now delayed.

II. AN ANALYSIS

A. PRINCIPAL AREAS ANALYZED

From the foregoing narrative covering the past five fiscal years, five principal events stand out which deserve particular analysis and comment. In retrospect, five facts, situations, points of information, alluded to or mentioned, deserve, in the judgment of this Jury, particular consideration and decision. These five major events are:

1) The consolidation on July 1, 1979 of the Tax Collector's office with and under the Treasurer's office.

2) The conversion of the Treasurer's Office to the Financial Information and Resources Management System (FIRM) project on July 1, 1979. This project includes an MBO (Management by Objectives) Reporting System and an MBO Budget System which links to the FAMIS (Financial Accounting Management Information System) accounting system.

3) The appointment of Miss Mary I. Callanan as Treasurer to succeed Mr. Thomas Scanlon.

4) The resignation of Mr. Gerald Richardson as Cash Management and Investment Officer to take a position with a private investment securities firm.

5) The cutback in local and federal funding resulting in a reduction of employees.

a) First, there was the November 1978 decision of San Francisco voters to remove the Office of the Tax Collector from the jurisdiction of the Chief Administrative Officer of the City and County to that of the Treasurer. There is little doubt that this transfer was a result of the so-called "parking meter scandal" of 1978. This result is now City Charter legislation; the cause, in its most blatant aspect of publicized pilfering, has now been excised from City Hall. The onus of parking meter collections is performed by Brinks Inc.

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(armored cars), while the counting is done by the Wells Fargo Bank. Although it is clear that now, two years after the consolidation of offices was effected, the original cause of consolidation no longer pertains, it can nonetheless be asked what are the plusses and minuses in other areas of consolidation thus far.

On the positive side, efforts have been undertaken and progress made towards the coordination of the budgeting and accounting functions of the consolidated department. It is now possible for those overseeing the City's FIRM project, namely, the Mayor, members of the Board of Supervisors, the City and County Controller, to call only one person for information, the Head Accountant of the Treasurer's office. This coordination of functions, however, has not yet been completed. In addition, through the combined efforts of many persons ---- the Cash Manager and Cashier in the Treasurer's Office, the Deputy Tax Administrator, the Cashier and the Mailroom in the Tax Collector's office and their respective staffs ---- a reduction of 2 1/2 days of float from tax moneys was achieved this past year. When one realizes, for example, that \$100 million are received during each of two time periods (November 15 -- December 15 and March 15 -- April 15), two days' interest is clearly a considerable additional contribution towards meeting City needs.

On the negative side, it appears to this Grand Jury that much needs to be done towards bringing about far more communication between the two integral units of the one department of Treasurer and Tax Collector.

Initially, there should be a written statement of the need for, the goals of, and the elements important to such communication. As implied at the outset (cf. p. 1) of this Report, an organizational chart is long overdue illustrating the functional and jurisdictional roles and parameters of relationship between the Treasurer and Tax Collector, considering that, by voters' determination, this consolidation became effective July 1, 1979.

Additionally, there has been too little verbal communication between the Treasurer and Tax Collector. Understandably, the press of other immediate duties which each may feel, the fact that consolidation was a major change for a veteran Tax Collector while the City now has a relatively new Treasurer, help to explain but not to excuse this lack of communication. No regularly scheduled meetings are held, no planned exchange of information, know-how, ideas and attitudes is built into the official relationship, no mutually worked-out short and long range plans are discussed on other than an ad hoc basis.

Similarly, regularized communication between the two very knowledgeable administrators who serve as "seconds-in-command", the Chief Assistant Treasurer, Mr. Gin L. So, and the Deputy

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Tax Administrator, Mr. Richard Sullivan, if increased, can only benefit both offices. Sharing their expertise regarding personnel and procedures, combining their concern for employee morale and pooling their fiscal resourcefulness must redound ultimately to the benefit of the general public.

Certainly, both the Treasurer and the Tax Collector have demanding individual official responsibilities. Nonetheless, their mutual collaboration in administrative leadership function, rooted in the reality of consolidation of the two offices following the change in the City Charter, demands much more regularly scheduled communication, written and oral.

As soon as the initial burdens of assuming her responsibilities in the Treasurer's Office proper are somewhat lightened through familiarity with staff and procedures, the Treasurer should undertake to establish regular lines of scheduled communication between herself and the Tax Collector, as well as between key staff members, certainly the two principal assistants mentioned above. If this latter serves no other purpose, it can ensure office continuity should the principals be absent over a period of time for vacation leave or for other reasons. In addition, it is recognized that such assistants can and do provide very appropriate intelligent counsel stemming from their own experience and expertise.

Certainly, one area of great concern to this Jury to which the attention of both officials can be immediately addressed is the low morale of employees in the Tax Collector's office, as will be discussed below.

In addition to morale and to improvements in the cooperative functioning of the two units relative to collecting and depositing taxes and fees, many additional specific areas for consideration and decision can benefit the entire office. For example:

1. An annual management evaluation by the Treasurer of the Tax Collector's office, its achievements and shortcomings.
2. Reasonable yet perceptible exercise of control by the Treasurer over the Tax Collector's office through personal observation, conferences of peers, continuing regular review of reports, audits, etc. which may issue from or are issued about the Tax Collector's office.
3. Joint sharing by the Treasurer and the Tax Collector in planning (short term and long range), in making decisions affecting the Office of Tax Collector, in any significant establishment of policies or standards of work, in effecting major changes of equipment or facilities, in overall budget planning.

Initially, however, it seems to this Jury that a priority

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need for communication is that which would help these two principal officials and their chief assistants to understand fully how their employees feel about themselves as employees and about their work. Such communication between Treasurer and Tax Collector can help them discover what roots, symptoms and possible solutions for the problem of poor morale there are. They can move to act within their own competencies for those personnel and in those situations where they can help. And they can ascertain what they must do to move others in City government who have prior responsibility for helping and improving in those situations which they themselves cannot change.

b) A second event of major importance affecting the Treasurer and Tax Collector's office was the adoption by the City (the Mayor and the Board of Supervisors) of Project FIRM in 1979. The FIRM project, seeking to assist public policymakers in managing declining resources while maintaining City and County programs, ultimately encompasses a program of Management by Objectives (MBO) in all City and County departments. The office of the Treasurer and Tax Collector was one of the first departments to be converted to FIRM (July 1, 1979). The Mayor's office and the Controller's office have completed development and testing of the automated tools to support budgeting, accounting for, and reporting fiscal and work performance. These tools, together with the concepts of program management, comprise the FIRM system. The concept most central to program management, of course, is the one behind a program itself. A program is a grouping of routine activities by common purpose or goal whose purpose is to provide or support a public service.

Program goals, broad and timeless statements of purpose, are specified by objectives, that is, desired levels of performance or impact over one year, expressed in measurable terms. Measures (workload, efficiency, effectiveness) are chosen to assess the different dimensions of performance called for in the objective.

What has been the impact of Project FIRM in the Treasurer's Office? In the Spring of 1979, a representative from the Mayor's FIRM office, in consultation with Office of the Treasurer staff members, set up goals agreed to as relevant and obtainable. These goals continue to the present time. Substantially the goals so established for the component sections of the Treasurer's office have been discussed earlier (cf. pp. 10-12). The overall goals of the Office, summarizing what is mandated in the City Charter and the State Code, are clearly apposite. Similarly, the duties prescribed as top priority are clearly such since they must be performed daily (cf. p. 8).

But for employees working to meet objectives couched in approved measurable terms, goals are unrealistic, and thus

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discouraging, when they fail to take into account other mandated duties. For example, the Treasurer's Office has responsibility for administering Absent Heir transactions to the State Treasury, 1934 Street Improvement Bond payments to bondholders, receipt and transmission of Coroner's Unclaimed Money to the State Treasurer, in addition to deferred payment of the Settlement Trust Fund established in 1980 designating the Treasurer as trustee. While such duties are not major, they take time, effort and energy yet lie outside FIRM's determinations.

Furthermore, employee initiatives such as previously shown in the establishment of new methods for speeding up cash flow (e.g., direct bank branch deposit by various departments, the installation of lock-box systems where receipt mail is directly forwarded to a bank, the implementation of the recently acquired NCR Remittance Processing System (cf. pp. 7-9, 11, 27)) all these have their downsides as well. Principally, this other side of the coin has been the creation of more complex interest and deposit reconciliations, requiring more time from employees. In the case of the NCR computer complex, it has required the diversion of a cashier from normal reconciliation duties which, last Fall, caused a two-month backlog. With basic FIRM goals established in 1979, consultation update during annual budget preparation time does not adequately provide for subsequent changes such as just described, since these lie outside enunciated goals. Such situations, consequently, lend support to that perception of FIRM's goals as only partially realistic.

As expected, FIRM's companion, namely the changeover in the City's accounting procedures to the current FAMIS system, created profound changes in accounting work. Much of the labor needed within the Treasurer's office to effect the change has borne fruit. The change, however, from an emphasis on an "end product of a cash statement by funds" to one of "total cash represented by cash in bank and investments accounts" has brought about an increasingly complex workload. For example, in 1973 it took a maximum of two days to reconcile a monthly bank statement with check register. Now it takes a minimum of five days to reconcile, item-by-item, the much more complex bank statements.

Moreover, new budget preparation procedures, with their data preparation and line-item explanations, as also appropriation control to monitor expenditures and to reconcile entries and balances in various FIRM reports, are subsequent to the 1979 basic elaboration of FIRM goals and objectives and measures. They too escape the subsequent adjustments which occur during the budget preparation period. FIRM's efficiencies bring in their wake new work requirements for the office personnel, namely, to produce manual reports to be fed into the automated system. This, accordingly, expands the parameters of employee workloads. In conclusion, while the concept of FIRM is valid

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and laudable, its specific objectives and measures need to be updated regularly through consultation, not only with principal administrators in the Treasurer's office but also with the individual personnel who must assume and perform the resultant work.

In order then that FIRM receive that respect necessary to its success, it must not only appear realistic to administrators but it must be realistic to frontline workers responsible for meeting its goals, since they are daily aware that workloads do not remain static. To be sure, FIRM's measurable objectives must spell out the formula for efficient and effective service to the public; but those increased work demands upon personnel resulting from FIRM-caused complications ought also, at least annually, to be measured into that formula.

Certainly, with the advent of a relatively newly appointed Treasurer, FIRM project advisors should, even outside budget preparation time, review the past while preparing for the future, communicating as well as consulting, listening as well as informing; and they must set as one of their highest priorities that all office personnel involved, not only key administrators but those whose efforts accomplish the specific goals, are trained sufficiently in the implications of FIRM/FAMIS for themselves and their work.

c) A third significant change in the office, with obvious impact this fiscal year, was the appointment, effective shortly after this year began (August 1, 1980), of Miss Mary I. Callanan as Treasurer. A 17-year City employee (Controller's office, District Attorney's office, and 11-years as Accountant at the Airport (Principal, Head and five years as Chief Accountant)), she inherited not only the complex operations of the Treasurer's responsibilities but also the ongoing process of consolidation with the Tax Collector's Office and the continuing completion of conversion to FIRM/FAMIS.

As a long-time City employee, principally in the area of fiscal responsibility, she has brought both an understanding of the need to manage the City's investable moneys efficiently and profitably and also a fundamental knowledge of FIRM goals and FAMIS accounting procedures. In addition, the City had good fortune, in the internal office-continuity bridging the change, in the persons of the knowledgeable and experienced Chief Assistant Treasurer, Mr. So, and the Head Accountant Mr. Stanley Koo. In addition, the very successful Cash Management and Investment Officer, Mr. Gerald Richardson, remained with the office until April 1981, overseeing the continuing increased return on city investments (an estimated \$72 million on investments of approximately \$617 million (daily average) as this fiscal year closes). This provided lead time for the Cash Manager working in proximity with him, Mr. Daniel P. Daly, to learn enough to carry on the critical daily responsibilities of

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investing after Mr. Richardson resigned to work with a private investment firm.

Given the short time in which she has served, this Jury found the Treasurer very stable and calm in the face of major consolidation and conversion processes noted above, as also in the loss through resignation of the City's Investment Officer and the other personnel changes described earlier (cf. pp. 2,12), namely, the complete abolition of the Inheritance Tax Division and the forced elimination of all four CETA employees.

In our meetings with the Treasurer, she was, at all times, tactful, open and candid, disposed to solve the significant problems that have arisen this current year through a calm assessment of the facts. She appears properly reliant upon her staff, notably the Chief Assistant Treasurer, properly flexible in working through "the system", e.g., internally moving employees (e.g. cashiers) to assist at other pressure points within the office when needed to loosen backlogs or, in accounting, to reconcile receipts and deposits, etc.

The basically high morale in the Treasurer's unit proper indicates that the transition from Mr. Scanlon to Miss Callanan has proceeded smoothly, with a sense of teamwork and intra-office cooperation maintained. The example of her own high work level and that of her staff, her awareness of City administrative structures with their plethora of lines of authority (Mayor's office, Board of Supervisors, Controller, Civil Service Commission, etc.) have, we feel, maintained the previous momentum of responsible service to the City and County.

d) A fourth significant event occurring this year, which raises a number of issues for analysis and decision, was the resignation on April 10, 1981 of Mr. G. Richardson who had served the City well for eleven years as Cash Management and Investment Officer. Succinctly, this Officer's responsibility this past fiscal year has been the ethical, safe and profitable management of a daily average of \$617 million of investable City money. The more profitable the return on the money invested, the more money the City is able to expend on needed programs for its citizens. The estimated \$72 million return this current year underscores the "big business" dimensions of this function which, basically, is carried on by the Investment Officer and a secretary. As mentioned, Mr. Richardson resigned to accept a much higher paying offer with a private investment securities firm. He was satisfied with the salary paid, the work conditions, (4) the equipment provided to do his work well. Such a resignation, when personal satisfaction and job circumstances are never a question, raises a number of issues which transcend the Treasurer's Office and touch on City and County policies of pay, benefits, "green circling" (5) and also Civil Service Commission procedures and management flexibility:

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(1) what can a public body (e.g., the City and County) do to retain singularly successful employees in the face of private sector competition? For example, a successful private sector investment broker may be additionally compensated through receipt of commissions running from .025% to .50% of client earnings.

(2) does/can the Civil Service Commission provide for "green circling"?

(3) what kinds of added incentives, other than plaques and testimonials, can public service offer to motivate and/or to reward an employee which would be compatible with Civil Service and yet, in some way, analogous to what the private sector (business, industry, banking) does? This, of course, can also be asked regarding an entire department/agency/division of City government. For example, no monetary recognition is afforded the Investment Section in particular nor the Treasurer's Office (including the Tax Collector) in general for achieving maximum investment and interest return on increased principal.

(4) how to expedite administrative proposals so that major positions are quickly covered? Mr. Richardson retired at the beginning of the fourth quarter of the fiscal year. Can such a sensitive position, opening up unexpectedly, be filled on an ad hoc basis as quickly as possible by the responsible supervisor, with secure expectation of prompt support from the Civil Service Commission as to the steps taken (e.g., for 90 or 120 or 360 days), till more formalized requirements can be applied in filling the position?

(e) Employee reduction has impacted the Treasurer's office as it has many areas of tax-supported activities. Remaining employees ask a fair question: does/will FIRM reshape goals and objectives and measures according to reduced personnel? Budget preparation, for example, takes almost three months of the entire Accounting Section's time (two persons: Head Accountant and Principal Accountant) forcing a necessary backup of some of that Section's daily duties.

When personnel reduction is imposed because of mandatory federal budget cuts (elimination of CETA employees) or because of some state action (elimination of the Inheritance Tax Division), such causes lie outside the Treasurer's Office. When such external decisions are effected with little or no consultation with those most affected (the eliminated personnel), employee morale suffers. It further impacts staff morale negatively because remaining personnel frequently pick up additional duties without receiving additional pay or benefits.

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B. SUBORDINATE ISSUES ANALYZED

In addition to the five principal issue-raising-events discussed above, two other issues surfaced which are of some concern to this Grand Jury:

(1) Security

(a) Internally: This Grand Jury itself, with very limited expertise, could not evaluate those checks and controls presently in place and operative over all cash and all moneys which are received or disbursed. With changes in personnel and shifts in responsibilities, with only one person (the Treasurer) bonded and that for only \$200,000, it seems prudent frequently, annually if not oftener, to have all internal security procedures in the Treasurer's Office reviewed by an outside agent. This agent should issue identical reports to the Mayor and the Treasurer. Such security procedures ought to include not only those internally established but also any which may have been urged by audits, both inside and outside, within the past five years. This seems prudent for safeguarding moneys; expedient for the protection of all employees; and a reassurance to the general public.

The Treasurer is commended for having a security analysis with recommendations prepared within her office. When she has completed its review, it should be further reviewed by an advisory committee of bankers, reported back with recommendations and implemented where there is consensus.

(b) Externally: City Hall itself is provided with manned public safety personnel stations, as well as metallic scanners for screening all entrants into the building. Tellers' cages within the Treasurer's Office are used for daily disbursing cash for welfare and City employee salary checks. On at least two days each month, the 1st and 15th, upwards of 100 persons queue up prior to 8:30 a.m. to present checks. This heavy demand may take all morning. The security provided the teller(s) who disburse(s) up to \$100,000 in cash on such demanding days --- characteristically with efficient politeness --- seems no better and no worse than one might find in a typical commercial bank. The police officer formerly on duty during business hours was removed two years ago, ostensibly due to a shortage of police personnel.

An officer or guard, however, is assigned to the basement area of the Treasurer's Office to check the identification of all bank messengers, bank guards and all armored car personnel who arrive at the Grove Street entrance to transact business with the Treasurer's Office. This restricted entry is within full view of two San Francisco police.

Transfer of receipts from the Tax Collector's Office appears to be safeguarded sufficiently (sealed-off corridor,

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unspecified times, visual identification before entry effected by means of release-activated buttons controlled from within caged areas).

City police and internal security seem to provide sufficient security for transfer of funds, by armored vehicle, to the banks. But to reiterate, with vigilance the price of security, the entire security system (its procedures, safeguards, weaknesses) is deserving of annual review both by the administrative staff within the Treasurer/Tax Collector Office and also by an outside advisory council. If no such body is presently constituted (for example, if the Mayor's fiscal Advisory Board either is not functioning or is unable to provide advisory counsel to the Treasurer), then the Treasurer should seek appropriate assistance elsewhere, perhaps from banks with which the City does much business.

(2) Availability of Electricity

One facility deficiency negatively impacting the vital performance of the Tax Collector/Treasurer function of receiving and depositing hundreds of millions of dollars annually is the discouraging lack of electricity in the City Hall during ordinary working hours. As a consequence, a valuable and important new equipment capability, namely the NCR computerized Remittance Processing System (cf. p. 7) remains underutilized until normal daytime electrical demands in City Hall wind down at 5:00 p.m.. The office contains sufficient electrical outlets but every major administrator contacted bluntly stated that City Hall transformers operate routinely at full capacity and have no additional capability for coping with that extra demand during peak tax payment periods. While this is primarily a problem affecting efficient operations in the Tax Collector's office, it affects the Treasurer as well, wherein principal responsibility resides for prompt deposit of moneys. Consequently, rather than let tax moneys upon receipt sit idly in City Hall vaults, when they should be earning needed interest revenue in banks, employees must be requested to work late shifts, e.g., 3:00p.m. to 10:00p.m. or even to midnight if necessary. Appropriate employee workload adjustment, therefore, must be arranged, and approvals of extra pay for overtime work must be obtained. Common sense certainly dictates this extra expense. But if adequate electrical power were available, there would be no need for inconveniencing employees and no need for incurring additional payroll expense. The Department of Public Works is aware of the shortcoming in the delivery of electricity but, according to officials in the Treasurer/Tax Collector's Office, that department promises no relief until mid-1982 at the earliest.

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PART II -- THE OFFICE OF THE TAX COLLECTOR

I. GENERAL NARRATIVE

As in all civil communities since the dawn of history, the Tax Collector, or Tax Administrator according to the proper class title issued by the San Francisco Civil Service Commission, performs a most necessary and sensitive function. His thankless task is to collect those moneys which legislators, as in any given politico-civil community, levy on citizens. As has often been observed, San Francisco is unique in California in that City and County are coextensive. The Tax Collector for the County is the Tax Administrator for the City. Under the Charter revision, the Tax Collector will be appointed by the Treasurer. The current incumbent, Mr. Thad Brown, is a "grandfathered-in" exception to this since he was Tax Collector before the Charter change was approved by the voters in November 1978.

This (fiscal) year marks the second during which this Office, with its functions and responsibilities, has been consolidated with and under the Treasurer of the City and County. As was noted in the previous section of this Report, on July 1, 1979 the Office of Tax Collector was consolidated (City Charter 3.405) with that of the City Treasurer and now functions organizationally under the latter's authority. At present, however, there is no official organizational chart indicating this consolidation and subordination. Such consolidation must and, of necessity, does significantly impact both offices. The effectiveness of this consolidation, its progress and its present status have been a major focus of this Grand Jury's inquiry.

With the consolidation of the office of the Tax Collector under that of the Treasurer, the Tax Administrator became immediately answerable to the Treasurer. He continues, however, primarily to be responsible for tax collection policy, both in its formulation and in its implementation. His principal assistant, the Deputy Tax Administrator, directly supervises the seven divisions within the Office and is essentially responsible for the day-to-day functioning of the Office. The Tax Administrator is the only member of the department who is required by City Charter (8.101) to be bonded, currently in the amount of \$100,000.

Internally, the Tax Collector's office is comprised of the Tax Administrator, Deputy Tax Administrator and seven operating divisions:

1. Real Estate
2. License
3. Business Taxes
4. Investigations
5. Parking Meters

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6. Cashiering
7. Delinquent Revenue

In actual operations since July 1, 1980, however, the License Division and the Business Taxes Division have been unified into a single operating unit. The Chief Auditor has immediate responsibility for overseeing the operations of both divisions. This unification appears to have been effected following the retirement of the previous supervisor of the License Division and the subsequent inability to hire a permanent replacement.

The function of the Tax Collector's office is more complex than the collection of the various taxes might suggest, since the Office also issues licenses and permits (e.g. hotel, preferential parking). In addition, it is the responsibility of the Tax Administrator, at least up until the close of this current fiscal year, to collect delinquent revenues owed other City departments. (6)

A. FIVE YEAR HISTORY OF TAX COLLECTOR'S OFFICE

(a) Budget

An overall review of budgets for the past five fiscal years shows the following:

1. the overall budget
2. expenditures
3. the number of funded positions

	1976/77	1977/78	1978/79	1979/80	1980/81
Budget	2,734,400	2,884,000	2,760,400	2,965,400	3,159,100
Expend.	2,529,500	2,812,500	2,621,100	2,656,500	n/a
Funded Positions	126	122	104	100	98

The total revenues collected and received by the Office over the same five year span have been (in thousands):

448,246	508,476	530,188	372,786	377,339 (7)
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B. ORGANIZATION CHART

The function and organization chart on page 25 illustrates the complexity and scope of the varied responsibilities and tasks of this Office. The principal structural change in organization during the past five fiscal years has been that change in the City Charter consolidating the Office with and under that of the City and County Treasurer (cf. pp.

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1,2,12-15).

One of the more publicized function changes of these past five years was the decision in April 1978 to have the collection of parking meter fees done by Brinks Inc. (armored cars) and to have the counting of these collections performed by Wells Fargo Bank. A less publicized change was the one mentioned earlier, namely the integration at the outset of this fiscal year of the License Division with the Business Taxes Division under the supervision of the Chief Auditor.

The Organization and Function Chart shows the following changes in personnel positions over these past five years:

	76/77	77/78	78/79	79/80	80/81
Authorized positions	134	130	115	115	117
Funded positions	126	122	104	100	98
Vacant positions	8	8	11	15	19

(mandatory Salary Savings)

In addition, it should be noted that the close of this fiscal year, June 30, 1981, will terminate employment for all CETA employees still working in this Office.

TAX COLLECTOR'S OFFICE
County office for collection of Real Property and Personal Property Taxes. Coordinates Departmental Activities. Administers and collects several local business taxes, licenses and Parking Meters.

TAX ADMINISTRATOR

1 - Senior Clerk Steno

DEPUTY TAX COLLECTOR

PROGRAM OPERATING SERVICES

REAL ESTATE DIVISION

Administers collection of Secured Property Taxes. Prepares refunds on over and duplicate payment of taxes.
1 - Director, Real Estate
1 - Chief Clerk
1 - Junior Clerk

ACCOUNTING AND CONTROL

Reports monthly collections of all Property Tax collections. Checks and balances Property Tax Collections.
1 - Accountant
1 - Clerk Typist
1 - Account Clerk

INFORMATION UNIT

Gives information to taxpayers. Sends copies of requested tax bills.
1 - Clerk

TAX REDEMPTION CENTER

Collects all delinquent Secured Property Taxes. Informs owners of property sold or deeded to the State. Issues redemption certificates.
1 - Senior Accountant
1 - Account Clerk (CETA)

PRINCIPAL PAYMENT DIVISION

Monitors the collection, sorting and counting of parking meter monies.
1 - Research Assistant (Collection and counting done under contract)

PREFERENTIAL PARKING DIVISION

Administers Preferential Parking Ordinances.
Processes Preferential Parking permits.
1 - Senior Management Assistant
1 - Data Entry Operator
1 - Clerk Steno
1 - Senior Clerk
1 - Clerk Typist
1 - Account Clerk
1 - Clerk (Temporary)

DELINQUENT REVENUE DIVISION

Collects delinquent revenues and account receivables of other City Departments.
Collects Unsecured Personal Property Taxes.
1 - Principal Property Auditor
1 - Senior Account Clerk
1 - Account Clerk
1 - Senior Clerk
1 - Senior Clerk Typist
1 - Clerk Typist
1 - Collection Clerks (2 Seniors)

ADMINISTRATIVE SERVICES

Budget Preparation and Review. Payroll Preparation. Personnel. Accounting and Purchasing. Records Storage.
1 - Principal Clerk
1 - Senior Clerk
1 - Senior Management Assistant

LEGAL STAFF

Legal services for various divisions of the Tax Collector's office.
Enforce payment of Delinquent Taxes fees, and judgments.
1 - Attorney
1 - Legal Steno

CASHIERING DIVISION

Processes payments received by the various divisions of the Tax Collector's office.
Deposits all monies received in Tax Collector's office.
1 - Cashier
1 - Assistant Cashier
1 - Cashier J.S.

CHECKS CONTROL

Receives tax payments paid by check, distributes copies of checks to responsible divisions, transmits payments for deposit to Cashier Division.
1 - Management Assistant

FORFEITURES

Authorized	Added
Permanent 119	Permanent 101
Temporary (full time) 1	Temporary (full time) 1
CETA 3	CETA 1
Total 123	Total 103

PROGRAM OPERATING SERVICES

BUSINESS TAXES, LICENSES

A HOTEL TAX DIVISION

Administers and collects Business Tax, Payroll Expense Tax, Parking Tax, Utility Users Tax, Stadium Admission Tax, includes License Functions.
Audit Function of Hotel Tax
1 - Chief Auditor
4 - Principal Auditors
1 - Senior Clerk Steno

AUDIT SECTION

Audits various business taxes. Processes complicated transactions. Assists taxpayers and gives information concerning Tax Ordinances and regulations.
6 - Senior Auditors
14 - Auditors

TAXPAYER SERVICES UNIT

Maintains taxpayer files. Collects and processes tax payments. Assists taxpayers and gives information concerning Tax Ordinances and regulations.
1 - Principal Clerk
1 - Senior Account Clerk
1 - Account Clerk

TRANSACTION CONTROL UNIT

Prepares E.D.P. data entry master file payment postings and changes. Reconciles tax payment postings to Cashier's daily deposits.
1 - Senior Acct. Clerk, 4 Acct. Clerks.
1 - Principal Acct. Clerk.
1 - Senior Clerk Typist, 2 Clerk Typists

LICENSE SECTION

Collects fees and issues various permits and licenses.
Collects Hotel Transient Tax
1 - License Bureau Supervisor
2 - Clerks
2 - Account Clerks
1 - Clerk Steno
1 - Clerk Typist

INVESTIGATION DIVISION

Field collections and investigations services for operating divisions of the Tax Collector's office.
1 - Chief Investigator
2 - Principal Investigators
7 - Senior Investigators
9 - Investigators
1 - Clerk Steno

Page
CITY AND COUNTY OF
SAN FRANCISCO
TAX COLLECTOR
FUNCTION & ORGANIZATION
CHART
Date: February 1, 1981

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(b) Mission

The mission of the Tax Collector is essential to any political community which needs money to remain viable. In San Francisco the Tax Administrator's responsibilities are to plan, to organize and to direct the collection and administration of specified taxes. Principal among these are: real and personal property taxes, business taxes including gross receipts and payroll expense taxes, parking taxes, utility users taxes and other municipal and county taxes. Furthermore, the administrator is to develop and recommend new sources of municipal and county income; he must account for the taxes collected; he enforces the collection of delinquent revenues (cf. pp. 27-29).

PREVIOUS GRAND JURY REPORTS

During the preceding four fiscal years, previous Civil Grand Juries have made the following observations and suggestions regarding the Tax Collector's Office, its administration and its functioning:

1976-77: Automation, the introduction of a microfiche record-keeping system, tape-to-tape payments by Cortac agents and utilization of two shifts for processing payments made possible some reduction in personnel and, consequently, effected the same in salary expenditures. The Office administration urged the hiring of a second attorney.

1977-78: The so-called "parking meter scandal" cast a major shadow upon this office (8). The shadow has been removed as noted above. Brinks Inc. is now responsible for collecting moneys from the City's parking meters; Wells Fargo Bank has the responsibility for counting and reporting and banking the coins collected.

The adoption of Proposition 13 (Jarvis-Gann) by the State of California resulted in a proposed reduction in the coming year's budget/funding for approximately 18 positions. (9) It was remarked that no second lawyer for the office had been budgeted. Total tax revenues for the year were 530 million dollars.

1978-79: With the adoption of project FIRM by the City and County, and its integral stress on development of performance measures, there was general anticipation that the results of office programs would be more accurately measured. In addition, staff managers were expected to learn how to analyze the data collected while departmental staff would be trained in the purpose and mechanics of FIRM. (10)

A financial report on the Office was completed by the audit firm of Main Hurdman & Cranstoun. This report underscored a number of deficiencies in the operations of the Office and

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particularly urged detailed review of operations on a periodic basis (at least monthly).

1979-80: This Jury urged that the appropriate feasible findings of outside audits already completed in recent years (Touche Ross, Arthur Andersen & Co., and Main Hurdman & Cranstoun) be reviewed and that their recommendations be implemented. (11)

C. LOCATION AND FACILITIES

The office of the Tax Collector is located on the main floor of City Hall immediately adjacent to the office of the Treasurer. General access is not possible between the offices without passing to and from a corridor which is outside each of the offices and which passes through the vestibule alongside the Office of the Controller. There is, however, a private access also available through which money transfers can be effected with greater security.

Within the office, several divisions (Cashiering, Business Taxes) give the impression of ready accessibility to the general public. Other divisions (Delinquent Revenue, Real Estate, part of Investigations) are crowded into undifferentiated work areas, at the rear of the office or upstairs, which are basically uninviting and inaccessible to the general public as well as depressing to many who must work there each day. The general Information desk is suitably located, accessible and helpful to the public. Furnishings (desk chairs, tables), basic equipment (typewriters, file cabinets, etc.) appear old but serviceable. The NCR remittance processor which was obtained in November 1980 has greatly expedited the flow of receipts from the Cashiering Division to the Treasurer for deposit. Because of a shortage of electricity in the City Hall Building, however, employees are requested during peak periods to work overtime from 5 p.m. until 10 p.m. or even midnight. As stressed in this Report, the installation of the NCR remittance processor in November 1980 represents a major step forward in expediting a more timely deposit of tax receipts. There are two unresolved problems associated with it, however, that must be attended to if the computer complex is to do what it can. First, appropriate electrical power is too frequently unavailable at appropriate times. Further, it appears that those outside the Tax Collector's office whose responsibility it is to solve this problem will not do so until mid-1982 at the earliest. Second, more personnel within the office need to be trained in the purpose, operation, maintenance and simple repair of the computer complex.

D. GOALS

The principal goal of the Tax Collector, with the prodigious

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responsibility of administering efficiently and equitably some 155,000 tax bills annually, is to obtain those taxes and fees which have been legislated by the Community in order to provide for the general welfare of the people of the City and County.

Since the Office of Tax Collector is a County office, the Tax Collector is to provide for the collection of Real Property and Personal Property Taxes. He is to coordinate departmental activities, to administrate and collect several local business taxes, licenses and parking meter revenues. (12)

The correlative goals for the duties of the Tax Administrator spelled out previously in the Civil Service Commission job description and as carried over subsequently to the organizational change of July 1, 1979 (City Charter 3.405) include the following:

1) to administer state and local laws relating to the collection of municipal and county taxes;

2) to administer various taxes (e.g., payroll expense, gross receipts, parking, utility users, stadium operator's admission, hotel); to hold hearings on taxpayers' petitions and to defend his actions taken relative to taxpayers before the Board of Review.

3) to direct the collection of taxes on real estate and personal property; to direct the issuance of all municipal licenses;

4) to direct the investigation and collection of various delinquent revenues such as escaped business taxes, unsecured personal property taxes, etc.

5) to direct the preparation of an annual list of property on which taxes have become delinquent; to deed delinquent property to the State;

6) to perform the duties of redemption Officer of the City and County of San Francisco; and

7) to conduct program research into methods of obtaining City and County revenue.

More specifically, the Tax Collector supervises seven operating divisions: Real Estate, License, Business Taxes, Investigations, Parking Meter, Cashier's and Delinquent Revenues which have the following basic goals:

a. to provide centralized administrative services for the department and support services to the divisional programs and activities;

b. to provide for the centralized collection of secured and

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unsecured property taxes for local government xing agencies
within the City and County of San Francisco;

c. to maintain a post audit program to determine the accuracy of taxpayer reports and to levy additional taxes if the audit so indicates an underpayment;

d. to administer and collect the Business Tax, Payroll Expense Tax, Parking Tax, Utility Users Tax and Stadium Admission Tax;

e. to collect fees, licenses and permits which are required by Municipal Code, Part III; to collect the transient Occupancy Tax and dog license fees; and to determine eligibility for preferential parking permits in selected residential areas and to collect fees for same;

f. to administer and account for the collection of Parking Meter revenues;

g. to provide for the centralized collection of accounts delinquent in excess of 90 days for all City and County departments, except those under the jurisdiction of the Public Utilities Commission, and to provide for the resolution of all delinquent taxpayer accounts.

How the goals of the Tax Collector may be changed by the Treasurer awaits a written organizational and performance chart reflective of the present structure.

Some specific goals urged by previous Grand Juries have been touched on above. Principal among these is the implementation of such goals as were recommended by outside auditors over the past four years and which are still appropriate and feasible.

Project FIRM, with its establishment of Management by Objectives, set four objectives towards providing centralized administrative service for the Department and support services to the programs and activities of the Offices.

These four objectives were:

(a) To complete at least three evaluations or work standard reports during fiscal year 1980-81, (b) to maintain administration at no more than 7% of the total department budget, (c) to ensure that at least 85% of the 1980-81 department objectives were met, and (d) to develop and present one in-house training program per unit to improve staff efficiency and effectiveness.

The Office of the Tax Collector was quite successful in meeting the objectives established by FIRM. Two evaluation reports were completed; administration cost only 4.8% of the total department budget, some 2.2% less than the objective;

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approximately 84% of the 1980-81 departmental objectives were met; and about seven small in-house training programs were reported as having been conducted.

II. DESCRIPTIVE NARRATIVE

The office of Tax Collector is absolutely vital to the civic well-being and general welfare of the City and County of San Francisco and its citizens. The enormous bills which a modern city incurs in supporting health, social, governmental, educational, administrative, recreational and general assistance programs, as well as all its other programs and departments and agencies, must be met principally through taxes paid by local citizens. The enormity of the task has been highlighted in recent years by the major fiscal problems, and even disasters, which have threatened other American cities as Cleveland, New York and Detroit. The Tax Collector is to receive most of those monies which make our City live and strive, thrive and flourish. His success in equitably and completely collecting taxes and fees levied by the Mayor, the Board of Supervisors, the citizens themselves is necessary to the success of all City programs, continued and proposed, as well as essential to the personnel who must guide and effect them. Every current departmental budget, as well as those which have been proposed, necessarily depends on the effectiveness and success with which the Tax Administrator and his office carry out their duties and responsibilities. Accordingly, his role in City government, as an essential and indispensable one, is of central importance; and the Office's success is of major proximate concern to the whole array of Departments comprising City Government.

The relationship of the Tax Collector to the City Treasurer resulting from the revision of the City Charter (3.405), its present status, proposed improvements and future possibilities have been intimated in the previous section of this Report (cf. especially pp. 12-15).

A. PERFORMANCE

In view of the foregoing, the achievements and successful performance of the Tax Collector will, to a great extent, be seen in the accomplishment of that Office's principal operating and program support services. At the outset of this fiscal year, these were seven operating divisions: real estate, license, business taxes, investigations, parking meters, cashiering and delinquent revenue.

1. Real Estate

This division was hampered in its operation through most of the second half of the fiscal year because of the illness of its Supervisor. From the end of January until his resignation in early July, 1981, he was absent. After an initial written

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Civil Service examination, a substitute was named in May. Replacement, however, will only become permanent after additional, as yet unscheduled, Civil Service procedures are carried out.

For fiscal year 1980-81, the Real Estate Division sent out 154,000 bills to those liable for real estate tax payments. The tax revenue received in payment totalled about \$194 million, which figure is to be adjusted downward slightly owing to some bad checks and duplicates. This total in real estate tax revenue received was some \$4 million less than had been projected by FIRM. Approximately 20,000 of the tax bills mailed out were not returned. The average dollar value per unpaid bill, however, was relatively small, around \$200, accounting for the difference between the projected and actual amount received. Expenditures budgeted for the division were \$388,000. It is anticipated that the final audited expended figure will be less because of salary savings.

2. Business Taxes/License Division

On July 1, 1980, coinciding with the beginning of this fiscal year, the Business Taxes Division and the License Division were consolidated into a single operating unit. The Chief Auditor, Mr. Victor M. Wong, became responsible for supervising the operations of both divisions. This division administers the following six taxes:

1. Business Tax (tax on gross receipts generated by business activities in San Francisco);

2. Payroll Expense Tax (tax on payroll expense of persons doing business);

3. Parking Tax (on occupant of parking space in parking station);

4. Utility Users Tax (on users of gas, steam, electricity, water and telephone services);

5. Stadium Operator Admission Tax (on the operator of an athletic contest, etc. in a stadium); and

6. Hotel Tax (audit function only).

Final figures for fiscal year 1980-1981 are not in as yet. During the three preceding years, Business/Payroll Tax collections showed a steady rise, increasing about \$10 million from 1977-78 to 1979-80 to a total of \$37,902,000. The Parking Tax revenue during this period has been increasing less impressively, slowing to a 10% increase last year from a 30% increase the year preceding. As of 1979-80 these tax collections totalled \$7,219,000. From fiscal year 1978-79 to 1979-80, the Utility Users Tax increased negligibly -- a mere

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\$200,000 in a total figure of \$17,665,000. The Stadium Tax continues to be a source of only modest revenue, a mere \$227,000 last year. This figure, however, while still lower than that of two years ago, represents an improvement of 160% over the year preceding (1978-79). Total Tax collections received by the Business Taxes Division totalled \$72,772,000, a one-year increase of close to \$6 million.

Under the direction of the Chief Auditor, there are three operating units: The Taxpayers Services Unit, Transaction Control Unit and the Audit Unit. From fiscal year 1978-79, the number of accounts serviced went up a little over 800 while the number of audits went up about 70. The dollars collected in tax deficiencies rose slightly, around \$90,000, to a total of \$1,082,000.

Reduction in personnel since 1979 has produced a pervasive consciousness among personnel that office operating efficiency has also been reduced, with the logical inference that such reduction has curtailed the division's revenue producing capacity. In this 2-year period, the staff has been reduced from 42 to 30. This reduction has also affected auditors, of whom there are 4 fewer than two years ago. In the license division, lack of continuity among staff constitutes a management problem. Of the current staff of 10, five have been either recently hired or have been assigned from other divisions.

3) Investigations Division

The goal of this Division is to provide centralized collection of accounts determined to be delinquent by all City departments except the Public Utilities Commission. In addition, this Division is responsible for investigating delinquent accounts resulting from the tax collection process. Its seven field investigators endeavor to make personal contact, within one year, with all delinquent taxpayers with outstanding accounts over \$500. Additionally, the Division endeavors to mail notices to all delinquent taxpayers with delinquent accounts under \$200.

This past fiscal year, owing to shortage of personnel, the Division has not been able to contact that group of delinquent taxpayers owing between \$200 and \$500. Normally the internal procedure is that once the Division personnel responsible have mailed all small bills (tax delinquencies of under \$200), they then raise their ceiling \$100 to include those who owe between \$200 and \$300. Concurrently, if field investigators complete contacting their priority group, i.e. those who owe over \$500, they drop their floor \$100 in order to include those who owe between \$400 and \$500. Either team of personnel, depending on their success in covering their new target group, then contacts those who owe between \$300 and \$400. For this past fiscal year, it is problematic whether all delinquents will be contacted

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either by mail or by direct visits.

Of the 4180 accounts owing \$200 or less, only 50% are likely to be contacted by mail because of a shortage of clerical help in the Division. Of the 3600 "over \$500" accounts, approximately 1900 were directly contacted during the first three quarters. But since investigators have until November 1981 to cover the entire group, it may still be done. The group who owe between \$200 and \$500, however, are not likely to be contacted.

The total amount of revenue collected through this Division's efforts was \$2,944,000 through May 1981. The final figure of the fiscal year apparently will fall a little short of the \$3,300,000 which had been originally estimated and considerably less than the over \$4 million collected during fiscal year 1979-80. Much of this decrease, however, is attributable, according to Division Staff, to the loss of the "inventory tax". It is estimated that this tax, removed through a State decision, would have produced approximately \$900,000 for the City and County.

The major difficulty this Division has in meeting its objectives is the workload. Because four investigators (one principal, two senior and one field) have left the division and not been replaced, the desired number of personal contacts is unattainable. At present the Division intends to increase the number of field calls to delinquent taxpayers but it is unable to implement such a goal. Review of some field investigations by supervisory personnel, moreover, must also remain undone because of a lack of personnel to undertake anything that might be termed "additional work". In fact, a backlog of less essential work has accumulated because a lack of available personnel has forced the Division to postpone such.

4) Parking Meters Division

This Report has already alluded to the "parking meter scandal" of 1978 (cf. pp. 12,13,26) which cost the City and its people approximately \$600,000. The City's solution to a situation which lent itself to such theft by municipal personnel of coins collected from parking meters was to contract out both the collection and the counting of the coins. Brinks Inc. has the collection contract and Wells Fargo Bank has the counting contract. The Tax Collector's Office, however, has full responsibility for overseeing both of these contracts and for assuring both the security and the integrity of the funds collected.

These contracts, which cost \$257,750 annually, have removed a certain onus from the backs of City personnel, but the system of collection is not yet problem free. At present, Brinks Inc. is an uninsured collector of what may reach 5 million dollars this fiscal year. For purposes of comparison, collections last

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year totalled \$3,048,400, a little over \$300,000 increase from two years preceding.

An able, forthright and industrious research assistant, Mr. Lee Poteet, under the direction of Mr. Thad Brown, the Tax Collector, and Mr. Richard Sullivan, the very knowledgeable Deputy Tax Administrator, has been reviewing the Brinks operation to insure the security and integrity of the collections. Some steps which have been introduced are:

a) all Brinks Inc. equipment used in the collection operation has been inventoried and inspected and worn-out equipment has been destroyed;

b) new locks have been purchased for the coin cannisters;

c) special security arrangements have been established for all keys;

d) surprise inventories and inspection of equipment have been instituted;

e) the Investigations Division will randomly conduct some street surveillance of Brinks' collection procedures.

Three principal problems associated with the coin collection procedures, however, which have existed for several years, continue to remain unresolved. The first might be termed a neglect of the ounce of prevention. The provision of a full time investigator to maintain street surveillance of the Brinks collection operation appears to be an appropriate and economical deterrent to coin pilferage. It is estimated that the annual loss to the City when parking meter collections were being illegally taken by municipal employees approached \$600,000. In spite of the continuing possibility for loss through employee dereliction, nonetheless the position of a full time investigator, to prevent such, still lacks budget support and approval from the Mayor and the Board of Supervisors.

There is less urgency about the other two problems. Both concern "no-value coins", whether slugs, foreign or wrapped American coins. The first of these problems is the jammed parking meters caused by people who insert slugs or foreign coins or American coins which are wrapped in paper or tape of some kind, etc. A prior condition to the solution of this problem, however, is an answer from the Police Department as to whether it is possible and feasible to prevent such jamming. If, indeed, prevention is possible and feasible through police investigation and protection, it should be seriously considered since inoperative parking meters deprive the City of revenue as well as necessitate unwelcome extra work for the Department of Electricity.

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One last problem for the Parking Meters Division is for a responsible decision to be made, by whoever has the requisite authority, to dispose of such "no-value coins" as they accumulate, rather than allow them to become an additional City expense. Slugs, foreign coins of no or little commercial value and American coins wrapped in scotch tape, metal foil, etc., and unprofitably unwrapped by City employees, are a nuisance not worth storage charges.

5) Cashiering Division

This Division, to which incoming office mail is initially directed, has as its objective to process all mail received by the close of the day. This must be done by hand, even during the two peak periods, (November 1 - December 10 and March 1 - April 10). When it is realized that peak daily volume reaches 10,000 checks, each of which must be inspected by an employee, the dimensions of the work volume can be better appreciated.

Prior to Proposition 13, the staff numbered 10; it now numbers 8. Accordingly, during peak periods, temporary assistance from elsewhere in the Office, to bring the Staff up to 30 or 40, is required for opening and processing the large volume of checks. It is estimated that 95% of taxpayers pay by check. Each check must be numbered for identification and a copy made. With the acquisition of the new NCR remittance processor described earlier, check processing in many instances approaches same-day deposit and never takes more than 2 days. When one recalls that five years ago the time required was five days (which at that time was itself an improvement), the improved fiscal efficiency, requiring the cooperation of several divisions within both the Tax Collector's Office and the Treasurer's unit, is rightfully regarded as a major accomplishment. One continuing drawback, however, is the present unavailability to the Office, and indeed to the entire City Hall, of maximum utilization of the building's electricity. As a result, during such peak volume periods, the remittance processor can be utilized only after 5 p.m., when other City Hall electricity users have departed for the day. This necessitates requesting some Tax Office personnel to work an overtime shift from 3 p.m. until 10 p.m. or even midnight.

6) Delinquent Revenue Division

This Division feels the shortage of personnel most acutely. Of 12 funded positions, 3 are vacant including that of Assistant Supervisor. Accordingly, monthly collections have fallen sharply. The estimated loss of revenue to the City this year because of uncollected delinquent revenue is \$300,000. This amounts to almost twice the annual payroll cost including benefits (\$177,732) of the nine employees presently comprising the Staff. The Division estimates that it will collect approximately \$540,000 this year in delinquent revenue. This recovery figure marks a sharp decline from last year's figure

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of \$946,000 and is considerably less than the budgeted revenue figure of \$750,000 for this fiscal year. To staff the Division up to full strength would cost an additional \$64,020. One accomplishment of this Division has been the implementation of all applicable recommendations made by the last two outside auditors, Arthur Andersen & Co. and Main Hurdman and Cranstoun CPA's.

With the personnel cutback, however, this Division (also known as the Bureau of Delinquent Revenue or BDR) is unable to follow up as necessary in individual cases nor to pursue delinquent accounts adequately. Furthermore, the Staff feels it can no longer effectively collect delinquent accounts for other Departments, especially since its collection priority has been to leave delinquent accounts submitted by other City and County Departments in a state of suspension. It is estimated by the Supervisor of the BDR that the resultant loss of revenue approaches \$35,000 per month. Salary salvage and savings in benefits, on the other hand, gained from not filling two collection clerk positions and the assistant supervisor position, are approximately \$5400 per month. The BDR, accordingly, estimates net monthly revenue losses attributable to personnel reduction at approximately \$30,000 per month.

Various preferable alternatives have been proposed by the Division (BDR):

- 1) Bring the Bureau of Delinquent Revenue up to full Staff;
- 2) Reimburse the Tax Collector's Office by billing other City Departments which transfer delinquent accounts to it for collection;
- 3) Subcontract approximately 70% of the Bureau's accounts to a collection agency;
- 4) Allow the Department of Public Health to collect their own delinquent accounts;
- 5) Repeal Ordinance 9.0231 of the Charter and Sections 10.37 to 10.42 of the San Francisco Administrative Code to allow all departments to collect their own delinquent accounts.

B. IMPLEMENTATION OF RECENT AUDITORS' REPORTS

As has been mentioned, the Tax Collector's Office has, since 1978, undergone two serious outside Audits, one in 1978 by Arthur Andersen & Co. and a second in 1979 by Main Hurdman & Cranstoun CPA's. There is, furthermore, a current audit being conducted at the request of the City's top administration by Harvey M. Rose Accountancy Corp.. On October 9, 1979 the Tax Collector, Mr. Thad Brown, responded at some length to Mr. John C. Farrell, Controller of the City and County, as to

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implementation by the Tax Collector's Office of the two earlier audits. In this letter he stated that those recommendations by Arthur Andersen & Co. which principally were responsibilities of other City departments, e.g. parking meter repair or data processing, as well as those which were due to lack of office space or which could not be implemented because of budgetary restraints, all such were left in abeyance for the reasons given. The letter went on to state that the Financial Information and Resources Management (FIRM), after some 9 months of implementation of the management by objective program, had indicated to the Tax Collector no major deficiencies in the operation of the Office.

The second Audit, Main Hardman & Cranstoun, had suggested a reorganization of the Tax Collector's Office into separate units, which reorganization would implement many of the recommendations of the Arthur Andersen Audit in the safeguarding of assets area. The Tax Collector responded that, in view of the Office's declining resources, divisional organization is the most cost effective to minimize utilization of employees, to maximize collection of revenues, etc.

This latter Audit had further stated that there was no significant monitoring of activity by the Tax Collector and Deputy Tax Collector. The Audit noted, however, that the Deputy Tax Collector was very knowledgeable about the operations and reporting system. Additionally, this Audit criticized reporting and procedures needed to ensure the integrity of data presented. The Tax Collector nonetheless feels that FIRM's objectives and measures of effective management sufficiently provide the correct means adequately to ensure the desirable reporting, evaluating and relevancy of data.

Many additional recommendations pertaining to segregation of duties (Licenses), audit planning and execution, physical controls to ensure proper security, controls over cash and check handling, periodic surprise internal audits, the Cashier's spending full time in monitoring and supervision, elimination of the use of judgment determinations in delinquent tax processing, the establishment of a strong receivable control system over the delinquent account file, eliminating the posting of changes to taxpayer applicants, performing a feasibility study to determine the cost/benefit of modifying or redesigning the Business Taxes system, consideration of having all refund checks handled by the affidavit procedure -- these and other recommendations were, according to Main Hurdman & Cranstoun, desirable yet not implemented. In the opinion of the Tax Collector, they were not implemented either because they are not desirable or because a better procedure is already in use.

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PART III --- ANALYSIS OF PRINCIPAL ISSUES IN THE TREASURER/TAX COLLECTOR'S OFFICE(S)

From the inquiries which this Grand Jury made into the Treasurer/Tax Collector's Office of the City and County, ten issues presented themselves which we judge to be deserving of comment. These ten issues emanate from what was said in the Narrative and Analysis Sections of this Report. They are not necessarily listed in an ascending or descending order of importance. Some have more immediate internal importance to the welfare of Office personnel or to the working of a specific division. Others we would judge to have a prior importance to the general welfare of San Francisco citizens or to City governance. Nevertheless, we have decided to place in first position an issue which we feel is a cornerstone for achieving positive progress in the other issue-areas to be spotlighted.

1. Communication and Consolidation

The first issue of concern to us as Grand Jurors is the integration of administration for the consolidated Treasurer/Tax Administrator Office. This office by law has been consolidated for two years. But communication between the offices, most importantly at the management level, seems rudimentary and haphazard. Explanations for this are reasonable: a new Treasurer and a veteran Tax Collector; the bureaucratic obstacles they both confront as each endeavors to manage her/his particular office with efficiency in the face of increased complexity; diminished personnel resources and unforeseen setbacks (illnesses/resignation of key managers), situations over which they clearly have no control.

But the need for close, frequent, regular communication between the two top administrators (Treasurer and Tax Collector), as well as between their key deputies, is clear and compelling. The major burden for initiating such communication rests upon the Treasurer since, under the amended City Charter, she has a fundamental responsibility for the Tax Collector's Office as well as for the Treasurer's traditional proper area. Up to the present time, regular and orderly communication about mutual problems and possible resolution in the tax collection sphere does not appear to be standard operating procedure.

Some basic areas urged for discussion, reflection and mutual resolution are:

a) A clear understanding of FIRM goals and objectives relative to specific program structures (whether cashiering, delinquent revenue collection, investigations, parking meter collections, etc.); communication of these goals to personnel immediately responsible for achieving them; training personnel so responsible in the measures to be applied, etc.

b) Those fairly recent recommendations made by important

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outside auditors (Arthur Andersen & Co. and Main Hurdman & Cranstoun CPA's) which have not been implemented because there is intra-office disagreement about their merits deserve step-by-step review from the two chief administrators, with consultation from key aides and those personnel most affected, until there is a comprehensive and satisfactory resolution.

c) Poor morale in the Tax Collector's Office is, in the judgment of this Grand Jury, a major problem as will be described below. It must be solved, through mutual discussion and collaboration and assistance, for the Office to function effectively.

If diminishing personnel resources are a cause of work postponement, with consequent loss of tax revenues and investment money for the City and County, the two top administrators and their key aides must fashion remedies. If a better, more persuasive case, tying increased personnel to geometrically multiplied revenues, must be made if the Mayor and the Supervisors are to increase this Office's funding, many competent cooks will prepare a better budget broth. Mutual planning, agreeing together on their strategies of presentation, it appears, will make for better budget preparation. It should also generate some likelihood that their offices can expect positive action when the budget's bottom line is reached, rather than merely passively submit to uneconomical post-Proposition 13 cuts.

Similarly, by increased communication and collaboration between the Treasurer and Tax Collector, as well as between their key aides, problems arising from prolonged illness or absence may be better met. The 5-months absence because of illness of the Director of the Real Estate Tax Division, the anticipated 3-months absence because of a recent heart attack of the Tax Collector himself, the month-long absence because of a heart attack of the Supervisor of the Bureau of Delinquent Revenue --- all obviously essential managers --- might at least have some of their adverse effects lessened if some substitute bridging of such detrimental gaps can be achieved. Such substitution is much more likely if there has been abundant and informative exchange beforehand.

2. Previous Audits

A second issue of concern is the careful implementation of recent outside Audits whenever their recommendations, after careful office-wide review, are judged appropriate and feasible and better than what is had or done presently. If the recommendations are implemented, but require more resources, and these additional resources must be fought for before budget committees and Boards, so be it! But the result of careful audits deserves a very careful hearing. The more recent Audit Reports were carefully done. Long careful looks must be taken to test their wisdom.

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3. Security

A third issue of concern to this Grand Jury, as it is also to officials in the Treasurer's and Tax Collector's Offices, is that of security. As mentioned several times, insecurity in collecting and counting parking meter revenues several years ago cast a scandalous shadow over the Tax Collector's Office, obscuring the industrious and effective work of so many in that Office. While the onus of collection and counting now resides elsewhere (Brinks, Inc. and Wells Fargo Bank respectively), the ultimate responsibility for parking meter revenue still resides with the Tax Collector's Office. Brinks Inc. is uninsured against coin thefts from the meters. The need for some street surveillance seems imperative in order to make collections more secure. Additionally, parking meter repairmen from the Department of Electricity should be identifiable as such so that John Q. Public's casual observation of them at work will not lead him to form a false judgment about security/insecurity --- thinking someone is tampering with or robbing the meters.

Security on a larger scale, both internal, that is protecting the Office of Treasurer/Tax Collector against any monetary malfeasance on the part of an employee, and external, that is guarding against theft of money by an intruder, is still a sensitive point. With hundreds of thousands of dollars in cash being disbursed monthly at cashier cages in the Treasurer's Office, and with hundreds of thousands of dollars in cash coming in to the Tax Collector's Office at varying times, the need for continual vigilance is obvious.

Separation of duties -- receiving moneys and maintaining receipts -- is an area wherein outside auditors and inside administrators do not agree in terms of implementation. This is one topic the Treasurer and Tax Collector, with their top aides and consultants as needed, should continue to review and resolve. Serious problems recently incurred by commercial banks and other money institutions serve as constant warnings to check and double check security measures within the Offices in order to prevent, as far as is humanly possible given the present state of the science, any illegal or illicit use of tax moneys and other revenues received.

The use of cameras to bolster security has been accepted as a suitable security measure but no funding has been made available for their installation. Guards are present in the Tax Collector's Office during peak periods and a guard escorts the transfer of moneys from the Tax Collector to the Treasurer. But daily use of a guard from the Police Department has not been realized. When sizeable sums of cash are being disbursed in the Treasurer's Office, certainly on the 1st and 15th of each month, a guard should be present.

Additional reviews should be recurrently carried out, with monitoring of activities wherever employees receive or

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disburse moneys. This means not only within the two Offices themselves but likewise for the investigators in the field who receive delinquent payments or for any who waive tax or other indebtedness. Such security measures ought continually and vigilantly to be applied, not only to protect the moneys and revenues of the municipality but also to protect employees against false accusations and/or suspicions that might arise from within or without the unit.

Presently, only the Treasurer and the Tax Collector are bonded, in accordance with the City Charter. Whether other employees, because of their sensitive positions and in accordance with sound standard practice in private financial institutions, should also be bonded is another topic for principal administrators to consider seriously and soon. If they then judge any recommendations to be in order, they should urge them strongly with those who have prior responsibility.

4. Morale in Tax Collector's Office

One of the principal issues of concern arising from this Grand Jury's inquiries is that of low morale in the Tax Collector's Office. This fact of low morale undoubtedly arises from multiple causes and manifests itself in diverse ways. Some apparent causes are reduction in staff, increased workload, pay, benefits, job training, opportunities for promotion and several which can be broadly grouped under "communications". Some manifestations of this morale problem are job dissatisfaction, reduced output and efficiency, turnover in personnel and a consensus that the office needs major changes.

In response to a Grand Jury questionnaire, to which a respectable 42% of the personnel in the Tax Collector's Office responded, some 51% of the respondents stated it was very likely or at least likely that they would make a serious effort within the next year to find a different job. When all respondents were asked what reasons could motivate them to leave their position as a City employee, were they to leave, 80% said their pay, 73% said benefits, while some 86% gave their present chances for career advancement as a reason. For 50% the training received and, for an equal number, the physical environment in which they work justify going elsewhere. To a great extent, then, it appears that Tax Office personnel have an eye keenly open to greener employment opportunities outside that office.

While this quite widespread jaundiced attitude is apparently rooted mainly in causes such as pay, benefits, promotion norms, determined rather by Civil Service structures than issued internally from the Tax Collector's Office, it is an attitude not similarly reflected in the adjoining Treasurer's Office. Only in the case of the physical environment in which they work did personnel in both the Tax Collector's and the Treasurer's Offices agree in identical proportions: one half in each office

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are dissatisfied enough to take a job in another location because of the place in which they spend their working hours.

On the other hand, it was encouraging to learn that for employees in the Tax Collector's Office their fellow employees, immediate supervisor, workload and hours of work are not considered by any number approaching a majority as a reason for seeking other employment. Only 21% are so unhappy with co-workers that such unhappiness could be, for them, a reason to seek work elsewhere. An even smaller number, a mere 13% are adversely affected toward their immediate supervisors. For 30% the workload is a reason for leaving while for 25% the hours of work are similarly regarded. These latter two findings are a slight surprise since the division managers, when discussing poor office morale, had generally indicated that the temporary need to shift personnel and to request they work extra hours during certain peak tax collection periods had a major adverse impact on morale.

But with seven out of ten respondents in the Tax Collector's Office feeling that their pay as a City employee is not really fair compared to what people doing similar work in private industry and/or business earn, and with four out of ten of a similar mind concerning peer employees in other City and County departments and/or agencies, the sagging blow to morale which accompanies each paycheck is painfully clear.

Furthermore, personnel's perception of their work and its relation to what they earn is very negative. Approximately seven out of ten respondents feel there is no relationship or very little between pay increases and their job performances.

While employees do not seem to view their immediate supervisors as a reason for changing jobs, many nonetheless indicated areas in which such supervisors might examine their dealings with subordinates if strengths are to be extended and poor morale eliminated. For example, almost six out of ten employees never or to only a small extent receive specific examples from their immediate supervisors on how to improve their work. This area of performance feedback and job review very much appears to be one which has fallen between the cracks in the Tax Collector's Office. Over one half of the respondents never, or practically never, received indications from supervisors as to what they had to do to become eligible for promotion. In fact, according to the survey, supervisors held such discussions with only one in every seven employees to any significant extent. Another finding which must negatively impact morale is that four of every ten employees find either no or very little satisfaction with the procedures available to them for resolving complaints and problems. One final question, however, convincingly led this Grand Jury to single out low morale in the Tax Collector's office as a most critical area demanding immediate attention by top management in the Treasurer/Tax Collector Office(s) and by all personnel

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concerned and affected. If work is natural and beneficial to men and women, there must be extrinsic factors which are making the employees discontented. These must be uncovered and either reduced or eliminated. Unhappiness need not go hand-in-hand with work. In fact, this key question drew a very different response pattern from employees in the Treasurer's Office than from the Tax Collector's personnel. To the question: "as things stand now in your office/department/division/section, which of the following makes the most sense to you?", the results were (the number to the right indicates the percentage of respondents indicating the corresponding reply) :

A. RESPONSE FROM TAX COLLECTOR'S OFFICE

- | | |
|--|-----|
| (a) I'd like to see things go along more or less as they are | 0% |
| (b) Some minor changes need to be made | 27% |
| (c) Some major changes need to be made | 68% |
| (d) No response | 5% |

B. RESPONSE FROM TREASURER'S OFFICE

- | | |
|--|-----|
| (a) I'd like to see things go along more or less as they are | 8% |
| (b) Some minor changes need to be made | 84% |
| (c) Some major changes need to be made | 8% |
| (d) No response | 0% |

A proportion of seven out of ten respondents who feel that major changes should be made in the Tax Collector's Office cannot be regarded as comprised of malcontents or people who would be unhappy anywhere.

Other areas have already surfaced in the narrative and analytic sections of this Report and do not need further explanation here. But they are regarded by this Grand Jury as significant. These include communication:

- between Treasurer and Tax Collector;
- between top aides of the two principal units;
- between supervisor and personnel (performance reviews, grievance machinery, appreciation, etc.);
- improved reporting systems.

5. Personnel Reduction

A fifth issue worth attention from City Administration is the large reduction of employees in the Tax Collector's Office.

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In 1976-77, that Office had 126 employees comprised of permanent employees as well as six CETA personnel and four temporary employees. Today in June 1981 there are 98.

6. Incentive for Investment Management Section

Since the Investment Section of the Treasurer's Office is "big business", bringing \$72 million dollars to San Francisco this fiscal year, what can be done to reward good stewardship? Does the private sector provide some models? Can such private models of rewarding outstanding employees be prudently and properly made part of public policy and procedure?

7. Relocation of Investment Section

A seventh issue which arose in the course of inquiries is the location of the Investment Section of the Treasurer's Office. Would proximity to contacts be more helpful to the financial management of this Section? Would performance be further improved if the Section were located in San Francisco's financial district?

8. Answerability Within the Tax Collector's Office

An eighth issue concerns answerability. Performance reviews are necessary if employees are to understand the criteria according to which their job performance will be judged. One in five respondents to the above cited questionnaire indicated a performance review had never been received. Yet the procedural manual for the Tax Collector's Office states that a performance appraisal report for probationary permanent employees is due at the desk of that employee's supervisor at the end of the first month of employment. A second report is due by the end of the third month, and a final report by the end of the fifth month of employment. Subsequently such a report should be in the hands of the supervisor annually -- on the employee's anniversary date of being hired. One in four employees, however, stated it had been more than a year since he/she had received a performance review.

Answerability becomes further clouded when one of every five respondents indicates that half or more of his/her effort put into the job is lost or not productive because of job - related situations over which he/she has no control.

9. Personnel Training

The Tax Collector's Office is a revenue-generating center. At what point does personnel reduction trigger the law of diminishing returns? In the face of reduction (accomplished and planned), how to train personnel to provide against loss of efficiency, to improve morale, and to permit increased upward mobility?

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10. Preservation of Records

One last issue which this Jury feels deserves more than passing attention is the safeguarding of vital records. The Investment Section of the Treasurer's Office provides a paradigm. In case of a catastrophe or some other occurrence whereby all local investment records were destroyed, they could be reconstituted from the files maintained in Illinois. In similar circumstances, what would be the situation of other irreplaceable/important records in the Treasurer/Tax Collector's Offices?

Final note:

In concluding this Report, before making our recommendations and suggestions, this Grand Jury would like to note that, almost without exception, personnel in both the Treasurer's and Tax Collector's Office(s) were most conscientious, cooperative and courteous in assisting the below-named Grand Jurors. The efforts of these City employees to be of help and service to us, whether in-person or by phone, were outstanding, and commendable as a model for all public servants. For this we are grateful and indebted.

PART IV --- CONCLUSION

Based upon the foregoing narratives and analyses, this Grand Jury recommends the following necessary courses of action to administrators in the Treasurer's and Tax Collector's Offices and to other City and County of San Francisco officials as appropriate. Further, this Jury suggests additional needed and useful action steps.

A. RECOMMENDATIONS

1. The Treasurer and Tax Collector must meet regularly, at least once a week, joined by other administrators/staff/personnel as appropriate, to:

a) elaborate an organizational chart for the consolidated office;

b) develop topic agenda for the current year, e.g.

- 1) morale in Tax Collector's Office;
- 2) budget preparation and presentation;
- 3) imposed personnel reductions;
- 4) security;
- 5) implementation of appropriate audit recommendations made within the past five years;
- 6) new revenue generating ideas;
- 7) proper period for storage of records etc.;

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- 8) FIRM goals and objectives etc.;
- 9) need for additional legal counsel in offices etc.

Reason: There can be no growth in consolidation without communication.
cf. pp. 1,8,10,12-15,22,23,38,39.

2. Treasurer and Tax Collector and key personnel must immediately undertake an examination and evaluation of morale in the Tax Collector's Office.

Reason: The stronger an employee's spirit, the clearer the mind and the more willing the hands.
cf. pp. 14,39,41-43.

3. The Office of the Controller should immediately be requested to implement a grass roots orientation and training program in FIRM for all rank and file personnel in the operating units of the Treasurer/Tax Collector's Offices.

Reason: Before one can run, one must learn to walk.
cf. pp. 10,12,13,15,17,19,26,29,30,38.

4. Every effort must be made to renew the annual contract with TELERATE in order to insure access to a nation-wide financial information network.

Reason: A profitable system is its own reason.
cf. p. 6.

5. An armed guard/City police officer should be stationed by the Teller's Windows in the Treasurer's Office during the mornings of the 1st and the 15th of each month (adjusted for holidays, weekends etc.).

Reason: Good security is good business.
cf. pp. 11,40.

6. A full-time investigator should be assigned, initially on a one-year basis, to monitor the maintenance of, the repair of and collections from the City's parking meters.

Reason: Lightning frequently strikes twice in the same place.
cf. pp. 12,13,33,34,40.

7. The Treasurer should relocate the Investment Section, either in San Francisco's financial district or somewhere else within the Treasurer's area.

Reason: A successful product deserves a much better package.
cf. pp. 5,7,44.

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8. Steps must be immediately undertaken to make electricity for full-time facilities utilization available during daytime hours to the Treasurer/Tax Collector's Office.

Reason: Machines are to accommodate to persons and ought to be made to do so.
cf. pp. 21,27,35.

B. SUGGESTIONS

1. A review, in collaboration with other City/County officials, of Civil Service procedures with the objective of introducing merit as complement to seniority when determining pay raises, promotions etc.

2. Given dissatisfaction of 61% of the personnel in the Tax Collector's Office with one or more of the physical working conditions (workspace, heating, lighting, cooling, ventilation etc.), undertake to provide, as soon as possible, a more human and humanizing work environment.

3. Treasurer and Tax Collector, together with appropriate personnel, should coordinate not only the preparation and presentation of the annual budget but also strategy and tactics better to ensure its acceptance. Initially, emphasis to City Administration should be on revenue producing units, e.g. the Investigations Division, which due to personnel reductions collect less money for the City/County.

4. Review the "preferential parking program", as to whether:

- a) it is primarily to raise revenue or to help solve the City's parking and traffic problems;
- b) it is equitable in its fee structure;
- c) it is fiscally viable (self-supporting or subsidized?);
- d) it ought to be "housed", if continued, elsewhere than in the Tax Collector's Office.

5. Maintain a comparative study of pay scales in adjoining Bay Area counties to aid in determining the attractiveness and competitive stance of San Francisco City/County employment.

6. Introduce better substitution procedures to provide for those situations when personnel are absent, owing to illness, for more than three consecutive weeks.

7. Set aside time for the Tax Collector to reflect upon, consult about, discuss measures for increasing City/County revenues.

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PART V --- FOOTNOTES AND APPENDIXES

FOOTNOTES:

1. In the four-year period preceding this year, the percentage increase in expenditures was close to 40%. The \$201,600 acquisition of a National Cash Register computer complex for the new remittance processing system accounted for the large increase in 1979-80. Actually disbursement did not take place then since the complex was not installed until October of this current fiscal year. Accruals of 1979-80 funds were set up to honor this indebtedness.

2. The Investment Section makes a pointed effort to distribute the City's deposits throughout the over forty banks and savings and loan associations which maintain offices in San Francisco.

3. Actually internal float was accelerated 1.5 days and bank float by one day (a total of 2.5 days). The 144,000 tax checks processed in the 24 working days between November 12, 1980 and December 16, 1980 resulted in a zero bank float for all California checks.

4. Even visiting Grand Jurors found the cramped windowless attic a very poor location for a multi-million dollar financial operation. The need to begin at 7:00 a.m. to coordinate with East Coast money centers seems taken for granted.

5. This term "green circling" is one term, from many possible terms, used to indicate an arbitrary designation for a particular employee whereby that individual is paid above the rate or scale for the position. It is established, by way of exception, because a company/organization/institution wants to keep an employee because of his or her expertise, reputation etc. and not lose him/her to competitors.

6. It should be noted, however, that the proposed City and County budget for 1981-1982 will remove responsibility from the Delinquent Revenue Division for collecting delinquent fees, etc. (i.e., those unpaid after 90 days) payable to other City and County agencies and departments.

7. The large drop in revenues collected and received after 1978-79 is due, in large part, to the adoption by California voters of Proposition 13, the so-called Jarvis-Gann property tax relief bill.

8. As a result of this highly publicized parking meter scandal, an outside audit was undertaken in 1978 by Arthur Andersen & Co. This audit, however, covered many more aspects of the Tax Collector's Office and did not limit itself to the Parking Meters Division. For the year following the scandal, parking meter revenue jumped some \$431,000 to \$3,097,000, an

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increase of 16%.

9. This reduction has continued. As indicated, the number of funded positions in the Tax Collector's Office for this current 1980-81 year was 98.

10. As has been emphasized in this Report, communication between FIRM personnel and employees who must attain objectives and meet the measures set has not been evaluated highly (cf. pp. 16,17,19,38).

11. The City mandated audit of the Tax Collector's Office currently being undertaken by the Harvey M. Rose Accountancy Corporation is continuing. None of its findings or recommendations has, as of June 30, 1981, been made public.

12. The collection and counting of parking meter money is, as has been remarked, contracted out to Brinks Inc. (armored cars) and Wells Fargo Bank, at a current cost to the Tax Collector's Office of \$237,750. The ultimate responsibility for the security of the collection and count still resides, it should be remembered, in this latter Office.

APPENDIX A

The following were some of the written comments submitted by personnel in the Tax Collector's Office to the questionnaire they received:

"Full Staffing with more competent employees who want to work."

"The Treasurer's -- Tax Collector's Office is an income producing agency for the City to do its jobs. It should be funded properly. We have too few people for the job to be done."

"A better office location -- windows, and a cleaner environment"

"More staffing and/or training in Department workings."

"Hire people with an adequate command of English, good leadership and proper management."

"I believe there is a need to eliminate office politics especially in the upper level. Other departments try to work for the welfare of their personnel whereas at the Tax Collector's I observed that they have never attempted to do this. I suggest that the Jury must look into the following: 1) Manpower utilization -- employee working and permanently working out of his classification. Discipline and supervision of employees. Please be informed that some employees hardly

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work at all, while good workers are over worked."

"Every employee to carry his or her share of workload."

"Circulation of fresh air."

"Eliminate "buddy-buddy" system within the department."

"Adoption by the City of pay increases tied to performance..."

"Proper assignment according to Civil Service Classification should be considered extensively."

"Eliminate favoritism."

"Better or more opportunity to advance within the department to temporary positions that are sometimes filled by outsiders instead of employees of the Tax Collector. If our Department would see that it's (sic) own employees are offered these positions it would be nice".

"Co-ordinating the various divisions so that duplication, bottle-necks and equipment failure and shortages should be solved. Information and communication problems should be improved".

"I wish to thank the Grand Jury members for using this approach (questionnaire) because personnel will not be afraid to come out in the open and voice their opinion".

APPENDIX B

The following were some of the written comments submitted by personnel in the Treasurer's Office to the questionnaire they received:

"Training"

"Have group meetings and learn each others duties and work"

"Additional personnel"

"Equal standards for all"

"Acknowledgement of good work"

"Be able to hire an employee because of his/her ability and not because he or she is a minority".

"Responsibility"

"The quarters that cubicle the investment division are hot,

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humid and lack sufficient ventilation".

"Better interpersonal communication -- per example (sic) -- recently 2(1/2) hours on a busy Friday afternoon were consumed trying to convince individuals in two other departments the easiest way to restore \$1.00 to an account it had been erroneously charged back to; one of the departments was the controller's office".

"Machine and equipment layout can be improved".

"A sufficient staff to do the work".

"A more modern office (such as those found in the Financial District.)"

APPENDIX C

Responses received (42% of the full staff in the Tax Collector's Office and 63% of the staff in the Treasurer's Office) represent the views of various levels of management as well as entry employees. Accordingly, a tolerance is acknowledged for the broad spectrum of responses to individual queries. Certain heavily weighted responses indicate, however, some noteworthy patterns in personnel's perceptions.

For example, to five selected questions, personnel in the two offices responded "to little or no extent" in the following significant percentages.

Question	To little or no extent	
	Treasurer	Tax Collector
To what extent do you think pay for City employees is based on performance?	83%	87%
To what extent do you think you receive credit if you do your job well?	83%	72%
To what extent does your supervisor give you positive feedback about your job performance at other times besides during the performance review?	58%	43%
To what extent has your supervisor discussed with you what you have to do to be eligible for promotion?	67%	65%

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To what extent are you satisfied
with your physical working conditions? 50%

61%

Mrs. Norma De Maestri
Edward J. McArdle
Theodore T. Taheny, S.J., Chairman

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DEPARTMENT OF EMERGENCY SERVICES

I. BACKGROUND

A. ORIGIN AND PURPOSE

Although San Francisco has been involved in disaster planning under various Federal and State Directives for many years, the present organization stems from the California Emergency Services Act of 1970 which requires each political subdivision of the state to have a plan for dealing with those major disasters that cannot be adequately handled by purely local government facilities. A State Emergency Plan was issued in 1975 which contains certain criteria, principles, policies and guidelines that must be followed by all local plans. As mandated by these regulations, San Francisco has established an Office of Emergency Services directly under the Mayor with the responsibility of preparing and supervising the City's emergency plan. The current plan was issued in 1979, and under the State Act of 1970, must be updated every 4 years, although revisions and changes are added on a continued basis as new developments occur.

The objectives of the City's Emergency Operations Plan (EOP) are:

- 1) To save lives and property;
- 2) To repair and restore essential systems and services;
- 3) Provide a basis for direction and control of emergency services;
- 4) Provide for continuity of government;
- 5) Coordinate operations with emergency services of other jurisdictions;
- 6) Provide for protection, use and distribution of remaining resources.

Type of Emergencies covered by the Plan:

- 1) War
- 2) Earthquake
- 3) Seismic Sea Wave

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- 4) Fire
- 5) Flood
- 6) Major accident
- 7) Civil disturbances
- 8) Epidemics
- 9) Storm
- 10) Air pollution
- 11) Oil or hazardous material spill

The Plan would become effective under the following conditions:

- 1) Automatically in case of a state of war, as defined by the California Emergency Services Act;
- 2) When the Governor has proclaimed a state of emergency in an area that includes San Francisco;
- 3) On order of the Mayor after the existence of an emergency has been proclaimed in accordance with the City Charter and Emergency Services Ordinance.

B. ORGANIZATION

The Mayor is the commander of emergency services and would assume control of all operations when an emergency is declared.

The Chief Administrative Officer is the vice commander and acts as commander in absence of the mayor.

A Director of Emergency Services, appointed by the mayor, has the following responsibilities:

- 1) Develop the city's emergency plan and see that it is implemented by all involved departments and agencies;
- 2) Coordinate the operations and management of critical resources during an emergency;
- 3) Include private organizations having resources that would be necessary to meet an emergency;

Red Cross	Hospitals
Pacific Gas & Electric	Medical personnel
Pacific Telephone	Equipment contractors
Salvation Army	

Other agencies and bodies that advise and assist the mayor are:

- 1) Board of Supervisors - legislative advice, emergency legislation;

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2) Disaster Council - A standing committee of about 30 members from city departments and private organizations that makes recommendations to the mayor and approves emergency plans;

3) Legal Section - City attorney, who is legal advisor to the mayor and for matters that are affected by an emergency;

4) Military Liaison - Designated military personnel who will provide assistance under Federal and State policy;

5) Religious Affairs - Clergy from Interfaith Council which provides spiritual guidance and welfare assistance.

C. PERSONNEL, BUDGET AND FUNDING

The Office of Emergency Services is located at 814 Mission Street. The present director, Mr. Philip S. Day, Jr., was appointed by Mayor Feinstein in June, 1979. He previously served as Chief of Operations and Plans for the Sixth Army (1975-1978) which included disaster planning. He is assisted by an architect, 2 emergency coordinators, and 2 clerk typists, for a total of 6 in the office.

The budget over recent years is:

1981/82 \$244,722 (approved by Mayor's office)

1980/81 \$212,867

1979/80 \$202,688

1978/79 \$211,305

1977/78 \$244,672 (includes \$53,000 for Emergency Operations Center Survey)

1976/77 \$176,292

The Federal Government funds one-half of the City's OES budget as long as its Plan conforms to the State Act of 1970 and the State Plan of 1975, which it presently does. The total OES budget originates with the director, is presented to the Mayor's budget analyst for approval, then incorporated in the overall budget for the Mayor's office, which is submitted to the Board of Supervisors for final passage.

Although the EOP lists eleven types of emergencies that might activate the Plan, the potentially most acute and destructive event (excluding war) is a major earthquake. Therefore, the City's EOP must be geared to combatting the effects of a substantial earthquake, such as one with a Richter

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magnitude of 7.0 or more. The basic research into the probability and problems that would be caused by this type of earthquake has been detailed in the 1972 NOAA Study of Earthquake losses in the S.F. Bay Area and in the Federal Emergency Management Agency's publication "An Assessment of the Consequences and Preparation for a Catastrophic California Earthquake: Findings and Action Taken" (November 1980). It states the impact of a catastrophic earthquake could be the greatest disaster on United States territory since the Civil War. Under these circumstances, of course, San Francisco would also have the considerable resources of the State and Federal government to help deal with the situation. Nevertheless, for at least the first 8 to 24 hours, or until outside help can arrive, the City would be on its own. Utilities such as electricity, gas, telephones and water would undoubtedly be disrupted. Casualties, both dead and injured, would be heavy. Bridges and highways would be closed. Food, clothing and shelter would be needed for many displaced and homeless people. Property damage would be extensive, search and rescue operations needed on a large scale. Fire, traffic-control and law enforcement problems could be acute. San Francisco should have the capability of responding to such a catastrophe so as to control the situation to the greatest degree possible until help arrives, and must have the organization and plans to do this.

While almost every city department has a role to play in an emergency, the key departments and agencies involved in handling the emergency and their responsibilities as designated in the EOP are:

Fire Department	. . . Fire and rescue operations
Police Department	. . . Law enforcement, traffic control
Public Health Department	. . . Medical and health
Water Department	. . . Water system - restoration and maintenance
Public Works Department	. . . Restore, operate, maintain essential facilities, clear debris, supervise emergency construction.
Red Cross	. . . Food, clothing, shelter, welfare and care.
(assisted by Dept. of Social Services)	

While the Emergency Operations Plan covers the procedures to be followed, the success of the Plan will depend on how it is carried out by the various response agencies. Some comments on the capabilities and problems of the major response agencies are listed below.

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II. ANALYSIS

A. FIRE DEPARTMENT.

The Fire Department would bear the brunt of the battle against a major earthquake. It has the job of controlling fire as well as providing rescue service and emergency first aid. Out of a total force of 1494, there are approximately 1050 firefighters, of whom a minimum of 315 are normally on duty in the 10 district stations on the basis of 24 hours on, 48 hours off. This means that in the event of a major disaster, the other 2 shifts, or from 630 to 750 firefighters, would have to reach their stations, plus approximately 325 captains, lieutenants, battalion chiefs and other special personnel. Since 64% of the fire department personnel live outside the City in a crescent stretching from Novato around the bay to San Jose, there would be a problem bringing nearly 1100 people to their stations under the chaotic conditions that would result from a major earthquake. Both bridges, even though still standing, would be closed pending inspection for damage, and when opened, traffic would be restricted to critically-needed vehicles and material. Roadways to the Peninsula would probably be closed due to collapsed overpasses and fissures along the fault lines. Thus, San Francisco can be considered as totally isolated during the early stages of a major quake, except for air and water routes.

In recognition of this fact, the OES has made an agreement with the Crowley Maritime Co. and the Golden Gate Ferry System to provide transportation to the City from designated collection points around the bay.

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These collection points, number of ferries and capacities are as follows:

MARIN COUNTY	FERRIES	CAP EACH	TOTAL
Larkspur	3-Golden Gate Bridge	727	2175
Sausalito	1-Golden Gate Bridge	575	
	1-Crowley Red & White	500	1075
Tiburon	3-Crowley Red & White	500	1500
EAST BAY			
Berkeley Marina	2-Crowley Red & White	500	1000
Oakland			
(Jack London Sq.)	3-Crowley Red & White	500	1500
		TOTAL . . .	7250

All ferries would automatically proceed to these points in the event of an emergency. Since they are radio-equipped, ferries could be diverted to other areas if necessary. There are no designated collection points in the South Bay Area, but transportation would undoubtedly be made available through the Coast Guard, Navy and other private vessels. Thus, there appears to be ample water transportation to bring essential personnel into the City as soon as they can reach the embarkation points.

There is also the probability that helicopters will be provided by the State and Federal Government. The State OES could call on 120 helicopters of varying sizes through the Air National Guard. The US Marine Corps base at Camp Pendleton has large Chinook helicopters that can hold 20 people. The exact number of helicopters that would be available at any one time cannot be definitely pinpointed; as many as 20% may be in overhaul status, or out of action due to parts and pilot shortages. Moreover, there is no firm commitment that a certain number of helicopters will be available to San Francisco -- other cities in the quake area would also need them and priorities would be set by the State OES. Chief Casper feels that because of the isolated condition of San Francisco he will obtain some helicopters to get his men into the City.

In support of this view, San Francisco does have certain disaster problems unique to the Bay Area. In the daytime, there would be nearly 300,000 commuters in the City, enormously swelling the number of potential casualties. No other locality has the concentration of high rise buildings, which require special firefighting techniques and evacuation methods. Therefore, it seems reasonable to assume that San Francisco will get maximum help from the helicopters, although the time and

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severity of the quake will influence the State's decision. Present plans call for disaster staging areas and casualty collection points at air fields around the Bay Area, from which helicopters might return with firefighters, police and medical personnel for San Francisco.

Besides transportation, there is another problem involved in the quick return to stations of off-duty personnel. No one is going to leave his home until he is sure his own family is safe and taken care of. The speed of returning to duty will also depend on the extent and severity of the quake and any after shocks in neighboring counties. Workers cannot perform at maximum capability if they are burdened with worry about the safety of their families.

Despite these problems of transportation and family security, the Fire Department expects to have its full complement available for action within 24 hours. The first 24 hours will therefore be the most critical period, until the Department is at full strength. Once the department is fully mobilized, the time firefighters could remain on the line would be subject to injury and exhaustion factors (8 hours is considered maximum) and how soon help could arrive.

Another factor that is critical to the Fire Department is the availability of water. This subject will be discussed further in a section on the Water Department, which is responsible for the overall delivery of water to the city. However, as a result of the 1906 quake, the Fire Department designed and built an independent high pressure system with a reservoir, 2 storage tanks, and mains that deliver water at 130-328 lbs. psi (depending on elevations) to 1400 hydrants, primarily located in the high value downtown areas and the most concentrated residential districts. These hydrants can provide sufficient water without using pumper trucks. The reservoir (on Twin Peaks) and the 2 storage tanks (Ashbury St. and Jones St.) are interconnected and can be refilled either direct from Water Department lines or by electric pumps at the Ashbury tank. If fresh water sources should fail, there are two pumping stations on the Bay that can pump salt water to either the Twin Peaks reservoir or directly into the high pressure mains. Also, there are two fireboats, mainly for protection of the waterfront, but which can pump into the high pressure mains. Finally, there are 151 underground cisterns, with capacities from 10,000 - 75,000 gallons that are located near hydrants identified by a green top. Besides this high pressure system, the Fire Department has over 7,000 low pressure hydrants connected to Water Department mains, which are under a normal pressure of 40-60 pounds psi, and require pumper trucks to provide a sufficient stream of water. All hydrants are maintained by the Fire Department, and tested on schedules ranging from weekly to annually. Hydrants are marked so as to show the pressure available, size of connecting main and source of water.

Capacities of the Fire Department's own high pressure system

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are:

Twin Peaks Reservoir.....	10,500,000 gallons
Ashbury Tank.....	500,000 gallons
Jones Street Tank.....	750,000 gallons

Assuming no breaks in the lines, the high pressure system (which covers only part of the City) could last about 3 days under continual usage, without refill from the Water Department or the Bay. According to the Fire Department, every practical safeguard against earthquake damage was incorporated in the design of the high pressure system.

The low pressure hydrants and the ultimate ability to maintain sufficient volume and pressure in the entire system, would depend on the Water Department sources and how they would stand up under a major earthquake.

Thus, although the Fire Department is dependent on the Water Department for performance under conditions of heavy usage, it does have a certain amount of flexibility due to its own high pressure system, the access to salt water through 2 diesel pumping stations with fuel supply for 40 hours, underground cisterns not connected to any mains, and 2 fireboats that can pump into the high pressure system at waterfront connections.

Besides an earthquake, one of the most potentially damaging emergencies is a hazardous material spill. There are a number of toxic, gaseous and flammable materials that are transported, stored and used in the Bay Area to which exposure can cause death or serious injury. The Fire Department has the responsibility of identifying the material, rescuing victims and evacuating the area, as well as confining and containing the spill. Not only is special detecting equipment and protective clothing necessary, but the personnel involved must have special training in chemical analysis and handling. The Fire Department does have a hazardous material coordinator, and a special response vehicle has been budgeted and approved by the Mayor. The current hazardous material operating guide was published in January 1981. There is not enough evidence to evaluate the effectiveness of this section of the Fire Department, but control of hazardous material should become an increasingly important part of its emergency planning.

Although earthquakes and hazardous material spills are disasters that would probably put the greatest strain on its resources, the Fire Department would be involved in almost any kind of emergency. There is an operating plan for civil disturbances, which calls for special firefighting task forces organized to fight concentrated fires that might be purposely started. Close cooperation with the Police Department is emphasized in civil disturbances, both for protection of personnel and to ensure through communications a rapid exchange of information on conditions in the problem areas.

In addition to its role to perform after a disaster strikes,

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the Fire Department also has an important job to do in preventing damage and loss of life before the event occurs. The Bureau of Fire Prevention has the responsibility of seeing that all new construction and alterations conform to state and local fire codes, and that existing buildings are maintained at required standards (except single family residential units, which are exempt from the fire code). For new construction and alterations, fire inspectors are assigned to the Bureau of Building Inspectors of the Public Works Department (which issues all building permits) to review applications and final plans for fire related safety items such as alarm systems, sprinklers, extinguishers, exit doors, fire escapes, ventilation, and waste/storage and disposal. Other inspectors specialize in hazardous materials, flammable liquids, hospitals and health care units, and high-rise buildings. In addition, for general inspection purposes, the City is divided into 17 districts, with one inspector to be assigned to each district. For all this work, 33 inspectors are authorized, but at present, there are only 25 (8 are not budgeted). The 17 districts have only 8 inspectors instead of one per district.

There is no mandatory inspection schedule for any building in the city, except the jail. Each inspector turns in a daily report of his activity, but there is no running tabulation of requests for inspections as against inspections done or not completed so as to show an increasing or decreasing backlog. Most inspections of existing structures are prompted by complaints from citizens or other city departments, not from any periodic schedule. The volume of work, shown below, is taken from the 1979-80 Fire Department annual report:

Total Inspections	28,847
Permits Processed	
(New construction & alteration)	2,212
Occupancy Permits for other departments . . .	1,753
Fire prevention corrections	51,060
Code violations issued	1,969

The Bureau of Fire Inspection acknowledges it has a difficult time keeping even with the workload. Nevertheless, fire prevention measures delayed mean a greater potential for damage when a disaster occurs. Increased personnel and better record keeping seem necessary here.

The Fire Department is truly the City's first line of defense against all natural disasters. Thorough planning, the best of training, and regularly scheduled drills and inspections are essential to maintain a high degree of readiness. It must have the personnel and equipment to do its job under normal circumstances, or to hold the line until help can arrive in a major emergency.

B. POLICE DEPARTMENT

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The Police Department's primary role under the City's Emergency Operations Plan is law enforcement and traffic control. There are approximately 2,500 people in the entire department - 1,700 sworn officers and 800 civilians. Of the 1,700 officers, 1,000 are patrol officers, the remainder are in special purpose departments, such as the detective, vice and homicide squads. The 800 civilians are in communications, clerical jobs, building and grounds control, traffic and parking control, and Muni Railway guards. The number of officers and civilians on duty will vary among the regular eight-hour shifts - the needs are less at night and some jobs are either entirely or primarily daytime functions such as parking and traffic control. Therefore, in an emergency, depending on the time it happens, there could be up to 1,600 people to be called to duty under full mobilization plans. Since about 60% of the total department live outside San Francisco, this could mean bringing into the City around 1,000 police personnel during the first critical hours.

The problem of transporting additional workers to the City under emergency conditions has been pointed out in the section on the Fire Department. While some helicopters might be available through the State OES, there is no firm commitment to San Francisco for their use. Principal reliance will be on the agreements with the Golden Gate Bridge District and Crowley Maritime Company to bring people by ferry from designated collection points around the Bay.

The operations of the Police under a full mobilization program are covered in the Department's Annex to the San Francisco Emergency Operation Plan and their publication "Standard Operating Procedures for Unusual Occurrences." The primary difference from normal operations is an emphasis on large group action through squads, platoons, or companies, instead of by individuals who usually can handle most of the regular police responses.

C. WATER DEPARTMENT

Of all services that are essential not only in time of disaster, but for everyday use as well, none is more vital than water. San Francisco is fortunate to be part of a magnificent system of dams, tunnels and pipelines that bring water from Hetch Hetchy in the Sierra Nevada to connections with the East Bay reservoirs and thence to the City via 3 storage lakes on the Peninsula. This system also supplies water to East Bay and Peninsula communities, so the exact amount of water available to San Francisco under disaster conditions cannot be precisely foretold but over 300 million gallons per day can presently be delivered from Hetch Hetchy and the East Bay reservoirs.

Locations, capacities and sources of the Alameda and Peninsula systems are as follows:

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	LOCATION	CAPACITY (Billions of Gals)	SOURCE
Alameda System	Calavaras Reservoir	31.55	Local watershed
	San Antonio Reservoir	16.46	Local watershed & Hetch Hetchy
Peninsula System	Crystal Springs	22.58	Local watershed, Hetch Hetchy, East Bay watershed
	San Andreas	6.19	Local watershed, Crystal Springs, Pilarcitos
	Pilarcitos	1.02	Local watershed
	TOTAL	<u>77.80</u>	

The entire system from Hetch Hetchy and the East Bay to the Peninsula storage lakes is operated by gravity flow. Each system has a network of inter-connections to allow transfer or bypass between sources and outlets. From the Hetch Hetchy-Alameda junction, four pipelines carry water to the Crystal Springs Reservoir - 2 cross the Bay underground and 2 go around the southern tip of the Bay. Hetch Hetchy water can also be delivered direct to San Francisco through a by-pass of the Crystal Springs reservoir.

From the Peninsula 5 transmission mains with total capacity of over 100 million gallons per day bring water to 10 reservoirs and 8 smaller tanks within the City. Some reservoirs and tanks are filled by gravity flow, others require pumping due to varying elevations in the City. The City's storage system holds about 415 million gallons - average daily use now runs close to 80 million gallons. Under normal use, therefore, the water supply would last about 5 days, assuming flow from the Peninsula is cut off. However, in the event of a major earthquake, the Water Department figures that usage would drop by 40-50%, giving a total reserve of from 9-10 days.

Within the City nearly 1,200 miles of mains feed the various neighborhoods and districts. It is an intricate network of different pressure zones, various sizes of pipe, and interconnected sources that are fed by both gravity flow and pumps. The system is arranged so that as far as possible two or more mains run from a supply to each district via different routes. All hospitals can be connected to at least two different

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sources in case of a break in the line being used. In some cases the connection can be made at the hospital, in others the Water Department gateman must change the connection underground. The Department's distribution valves are diagrammed in special manuals and are operated only by about 30 key personnel. The Water Department responds to two-alarm or greater fires so as to be able to provide any interchanges needed between mains in case of breaks, or other loss of flow. There is a regular schedule to inspect all reservoirs and replace older sections of pipe on a continuing basis. The pumps in the system are all electric - they do not have an alternate source of power; but this matter is being addressed in future budgets. The Department does have several portable diesel emergency pumps with a capacity of 400 gallons per minute.

A very vital question is "How will the Water Department's system stand up under the stress of a major earthquake?" The San Andreas Fault passes through the eastern abutment of the San Andreas Dam and 400 feet to the west of Crystal Springs Dam. The 1906 earthquake did not break either of these structures, but did damage pipelines to the City. The Crystal Springs Dam, which is the most important of the Peninsula storage areas, was thoroughly inspected in 1977, with close cooperation from the State Division of Safety of Dams. The findings showed it met all standards for earthquake safety. Major damage did occur in 1906 to the City's water mains crossing fill areas and through breaks in individual connections to houses and buildings. As the system was rebuilt, all lines were laid as far as possible from unstable ground, and equipped with gate valves, so as to shut off pipe in suspect areas. New mains, instead of cast iron, are ductile iron which is much more resistant to breaking or cracking. Though no one can say the present system is immune to the effects of another major earthquake - Hetch Hetchy was not built until after 1906 -- the whole matter of safety has been thoroughly considered and taken into account as far as possible.

D. PUBLIC WORKS DEPARTMENT

The primary emergency functions of DPW are to keep the streets clear, repair, restore and construct buildings needed for essential services, and maintain sewage and waste disposal. The Department itself does not have the means to do this in a major disaster. For debris removal it has only 1D8 bulldozer, three front end loaders, and one crane. Therefore, it has made agreements with the Associated General Contractors and the Building Trades Council to get additional equipment and personnel when an emergency is declared. The Contractors Association maintains a daily inventory with location of all construction equipment in the Bay Area. The Building Trades Council through its headquarters would provide extra manpower for repairs and general construction work. Also, the Army Corps of Engineers will furnish assistance on request.

The ability of the Public Works Department to respond to an

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emergency is heavily dependent on outside assistance. The response, in turn, will depend on the size of the disaster and how widespread it is in the whole Bay Area. Men and equipment will always go to where the need is the most urgent. It would be fortunate for San Francisco if, in case of a big earthquake, Bay Area contractors happen to have projects going on in or near the City, so their equipment would be close by. Transporting heavy equipment, some at more than 30 tons each, through debris-clogged streets, or by airlift, presents substantial problems. If communications cannot be maintained between DPW and the contractors, all equipment is to be brought to Candlestick Park. There, a DPW radio-equipped car can receive reports from the Emergency Operation Center as to where damage is the greatest and direct equipment to the most needed areas.

Until outside help can arrive, the DPW has to rely on its own complement of about 1,600 people - 850 craft workers, 600 office personnel (who could help in search and rescue) and 200 sewage workers. About 18% of the employees live outside the City, so the problem of getting personnel to work would not be as acute as in the case of Fire and Police. DPW has about 70 radio-equipped cars and trucks out of a total of approximately 300 vehicles. DPW's own communications center at 2323 Army Street does not have any alternate backup power, but under an emergency, DPW would be operating from OES headquarters at Central Fire Station.

Like the Fire Department, DPW also has an important responsibility in preventing potential damage from an earthquake. The Bureau of Building Inspection, in addition to issuing all permits for new construction and alterations, also is concerned with the hazards of unreinforced masonry walls in buildings put up before the City's earthquake code was enacted in 1948. Today, there are some 11,000 brick buildings, mostly in the Chinatown and Tenderloin areas, which, according to one study, are 42 times more likely to kill or injure an occupant in an earthquake than a wood frame house. This whole subject has been discussed before the Board of Supervisors and by the Mayor's office. A special Seismic Investigation and Hazards Survey Advisory Committee reported its recommendations to the Board of Supervisors on April 16, 1981. In brief, the report recommends that the City pass an earthquake hazard reduction ordinance that will set up priorities, guidelines, and standards for modification and rehabilitation of unreinforced masonry buildings (URM). It suggested the following steps to correct the potential dangers from unreinforced masonry buildings:

- 1) a census of all URM buildings in the city.
- 2) cost estimates for rehabilitation.
- 3) Analysis of the socio/economic impact of the program.
- 4) Draft an ordinance.
- 5) Implement the ordinance.
- 6) A public awareness program.

Estimates have run that the cost of reinforcing old brick

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buildings could exceed \$1 billion. In many cases it would either be absolutely uneconomical to do so, or the whole building would have to be torn down. It would mean relocating many low income residents. Some opinions are held that the potential dangers are overestimated. This is a sensitive issue involving tradeoffs between safety, economics and politics.

Besides unreinforced masonry walls, there is another potential hazard from parapets, or those objects situated on or above the roofline of a building. Even without the impetus from an earthquake, these objects can fall on the streets below when the point of attachment is weak or deteriorating. The City has a parapet ordinance governing all roofline or above attachments. Inspections in the densely populated Market-Mission-Howard Street areas are nearly complete. Chinatown, North Beach and Tenderloin inspections are in process. Nothing has been done in the Avenues, or western parts of the City. There is only one inspector and one engineer assigned to this work on a normal basis, but additional personnel can be used from the special apartment house and hotel detail. If extra inspectors are used, the Department estimates it can complete all inspections in two years, otherwise it will take five years. These decisions again involve a cost-benefit analysis, and a priority in the budgeting of available funds.

The preventative actions of DPW should rank at least equally with its plans for response after an earthquake occurs. The FEMA earthquake study of 1980 warns that "deaths and injuries would occur principally because of the failure of man-made structures, particularly older, multi-story, and unreinforced brick masonry buildings built before the adoption of earthquake resistant building codes. Experience has shown that some modern multi-story buildings - constructed as recently as the late 1960's, but not adequately designed or erected to meet the current understanding of requirements for seismic resistance - are also subject to failure." In the Bureau of Building Inspection it would mean a closer balance between inspection of new construction, which rates the highest priority, and the inspection of older buildings.

E. PUBLIC HEALTH DEPARTMENT PRIVATE HEALTH AGENCIES

In any disaster, saving life is the primary objective. All the actions taken in response to an emergency have the ultimate purpose of helping human beings survive. Therefore, health care facilities, in effect, become the bottom line of emergency operations -- here is where the difference between life and death hangs in the balance.

The 1972 NOAA study and the FEMA report of 1980 estimate casualties in the Bay Area from an 8+ Richter scale earthquake could be enormous -- and many as 14,000 killed, 55,000 seriously injured, and 15-30 times that amount with injuries not requiring

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hospitalization. Even these figures are acknowledged in the reports to be uncertain by a factor of two to three. There are many variables, such as time of day (fewer casualties at night when people are at home), the proportion of pre-code structures in the area, and weather conditions that could affect the spread of fire. However calculated, even the minimum number of earthquake casualties foreseen will present a challenge to the medical profession.

Although San Francisco does have a very high per capita ratio of hospitals, doctors, and nurses, local facilities and personnel would be overwhelmed by the number of casualties in the above reports. Outside resources would be essential to handle this situation. Transportation of medical personnel and supplies to the City would be critical. Evacuation of injured to outlying hospitals would be equally important. Coordination between all City hospitals and the entire public and private medical profession would be required on an unprecedented scale.

There do exist plans to accomplish this coordination. The Department of Public Health has issued a Medical and Health Annex to the City's Emergency Operations Plan which outlines in considerable detail all the elements that go into the plan -- assumptions, mission, role of supporting agencies, organization, assignments, responsibilities, tasks of various units, transportation, supply, and communications. For a broad scale disaster, such as an earthquake, the City is divided into 10 districts that correspond to Battalion Fire Districts. Within each district certain hospitals and health centers are designated as casualty care facilities. Injured are to be brought to these locations, where, by a process known as triage, they are divided into roughly three groups -- those with minor injuries, those with major injuries that can be corrected, and those with critical injuries that will require extensive treatment to prevent death. Through this stage and beyond, coordination and communications between the City's health resources, public and private, and outside health services will be vital.

Any plan, however well designed, will be only as strong as the links and means to carry it out. The relationship between the State OES and San Francisco local agencies is the key to outside aid. Our Health Department feels that more needs to be done at the State level in disaster planning. There are important questions regarding liability, compensation, and insurance that need to be answered. No plan can cover every possible contingency so there will have to be improvisations made on the spot. Locally, an understanding of who is in charge at casualty collection points and care centers and under what conditions requires close liaison ahead of time between doctors, hospitals, and the Health Department. Plans must be constantly revised and drills scheduled on a regular basis.

The task of integrating medical and health facilities presents certain difficulties, even in normal day to day operations. Fire and Police Departments are paramilitary

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organizations, trained to operate as a unit under a disciplined system of rules and regulations through a chain of command. The Health response, in contrast, comes from people and facilities that, however dedicated to their profession, are individuals who have different procedures and methods of carrying out their responsibilities. There is no central authority that can force a diverse group of doctors, nurses and hospitals to act as a unified body. San Francisco's Department of Public Health would provide only about 20% of the City's medical resources, at least 80% would come from the private sector. Hence effective medical response to an emergency involves an integration problem not found in the response of a purely city directed agency.

Under normal use conditions, San Francisco has an excess of beds and underutilized equipment in its 20 hospitals. Each hospital has its own operating and financial problems. Not only do the private hospitals compete with one another in a surplus environment, but also to an extent with the City's hospital, San Francisco General, which is tax supported. The degree of coordination between the private hospitals and San Francisco General Hospital is affected by the need for each sector to utilize its own facilities to the greatest degree. For example, unless a person asks to be taken to a certain private hospital, a Department of Public Health ambulance would normally take a patient to SFGH. SFGH may be the best place to go for a gunshot or knife wound, while certain private hospitals have better facilities for coronary patients. In an attempt to coordinate the facilities of SFGH and the private hospitals for emergency use, an audit was made in late 1980 which categorized the type and degree of service that each hospital could provide. The cooperation envisaged by this exchange of information has not been fulfilled. On the one side SFGH has an obligation to those who cannot afford private care, and operates against a background of Proposition 13 budget austerity. The private hospitals, while tax-exempt, still must achieve a balance between income and expenses in order to survive. Nevertheless, a public and private health relationship that is not in harmony on a non-disaster basis will probably also have shortcomings in a disaster situation.

It should also be said that the medical profession will undoubtedly respond to a major crisis with a tremendous effort in the common cause of saving human life. The results may be better if the various sectors involved are prepared to work together ahead of time, rather than integrating under condition of great stress.

All hospitals are required by law to have backup power in case the normal service (P&E) fails. These units are usually diesel generators, securely anchored, with underground fuel tanks that will allow operation for at least five days. Each hospital also has an alternate water connection.

In communications, all hospitals and the Health Department Center on Ivy Street are interconnected by a radio link, known as

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the medical network. Though this is little used on a day to day basis because telephone lines are the normal method of communication, it would allow any hospital to become a central control point in an emergency. Besides this channel, the Health Department Center has radio links for public ambulance dispatch, telemetry transmission of medical data from a patient, contact with paramedics on foot, the Police Department, private ambulances, and ABAG medical channels in the surrounding Bay Area counties. The Medical Center also receives telephone calls either direct or through the City Hall and Police switchboards. There are only two operators to handle telephone and radio, with a single console control that has two headsets but only one of which can be used at a time. The Center says calls average 1150 per day. In the fall of 1980, a supplementary budget request of \$76,000 to expand the present system into one with greater capacity was submitted. In the daily checks of the medical network, the Health Department Center ranked last in percentage response during May, and has usually been in the lower range of the 20 responding units. It would seem that the Health Department Communications Center should have a greater response capability.

F. COMMUNICATIONS

In both normal operations and an emergency, the communications system is the nerve center through which all response efforts are directed and coordinated. Under disaster conditions, the need for coordination becomes greater as more agencies and outside help are involved. San Francisco's communications network appears to be adequate for day-to-day use, but improvements could be made to upgrade its emergency capability.

Basically, each City department has its own communications center with its own channels and frequencies. The Fire Department center is on Turk Street (near Gough), the Police Department is in the Hall of Justice (Bryant Street), the Health Department is at Ivy Street (near Polk), the Water Department is on Newcomb Street, the Public Works Department is on Army Street - to name those departments commented on in this report. Except for the Health Department, each communications center is connected by telephone lines to the City's main transmitter-receiver apparatus on Twin Peaks, known as the Central Radio Station. From there the signal is amplified and sent out over the Department's own channels to its units in the field. About 90% of the telephone lines to Central Radio are leased from the Pacific Telephone Company. In a major earthquake, these lines would be vulnerable to disruption. As a back-up measure, two centers, Fire and Police - have an alternate microwave (high frequency radio) link to the Central Radio Station. The Health Department has only a microwave link to Central Radio.

In the field, radio signals are received and sent by the operating units, with equipment mounted in cars and trucks and

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hand-held by personnel on foot. Some types of field equipment allow people to speak directly to one another without going through Central Radio, but these signals are limited to a line of sight basis -- hills and tall buildings will block such transmissions. Because San Francisco does have many hills and high-rise buildings, there are six satellite receivers situated around the city in relatively elevated locations that pick up signals from hand-held units and relay the signal to Central Radio by telephone lines.

It should be noted that under the City's system, each department has its own channels, there is no common channel linking any of the departments. For example, the Police and Fire Departments cannot talk directly with one another by radio, -- a message must be relayed by phone to the other department's communications center from where it will be broadcast over that department's own channels. However, police, fire and other departments do have receivers monitoring one another's channels so they do know what is happening in the other departments.

When an emergency is declared, the Central Fire Alarm Station on Turk Street becomes the City's Emergency Operations Center. All operations will be directed from here under the Mayor's control. In the Fire Alarm Station, the Police, Health, Public Works and Water Departments have equipment which can send and receive signals via Central Radio over their own frequencies to their own units. Also, messages can be exchanged from here over a local government channel normally shared by the sheriff, schools, and traffic control. Since the Fire Alarm Station is linked by microwave to Twin Peaks, all these signals can travel by microwave between the Emergency Operations Center and Central Radio. Besides communication to the above city departments, the Emergency Center has transmitting and receiving equipment which does not go through Twin Peaks, but directly to the Red Cross, Mayor's office, Municipal Railway, State Office of Emergency Services, State Fire Marshal and Army Corps of Engineers (Federal Building, San Francisco).

To man this equipment and direct the emergency effort requires the influx of a considerable number of extra people into the Fire Alarm Station. Not only would many city departments be represented, but outside personnel as well - from the Red Cross, military, and state and federal agencies. All these people would have to be fed and housed on a shift basis for many days, possibly up to two weeks.

Essentially, the City's Emergency Operations Center can be considered as grafted onto the Fire Department's facilities. There will be a certain amount of confusion as new people report to an unfamiliar surrounding. The building will be crowded and taxed to provide sufficient space for sleeping and eating quarters. Although the consensus of opinion of involved City departments feels that the present Emergency Operations Center will do the job, it also feels that the Center is far from ideal and that a new central communications center should be built.

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In December 1978, a Feasibility Study and Report on a new Emergency Operations Center was completed by the architect and engineering firm of Reid and Tarics Associates. Among several sites considered, the report recommended Jefferson Square, across the street from the Central Fire Alarm Station on Turk Street, as an underground center. In November 1979, an Ad Hoc Committee of representatives from the Office of Emergency Services, Fire Department, Police Department, Public Works, Water Department, Health Department and Department of Electricity reviewed the study, and selected another of the study's sites - Christmas Tree Point on Twin Peaks, near the Central Radio Station, as the preferred location. The Fire Department issued a dissenting opinion, favoring Jefferson Square. There are many well-reasoned arguments for and against each site, based on seismic conditions, communications linkage, accessibility, security, environmental impact, and availability of utilities. While no reasons have been officially given for inaction, probably the major one is cost - estimated at \$7,100,000 in 1978 and now at least \$10 million.

There is no question that a new centralized communications center combining the communication facilities of all city departments under one roof would be an improvement. Police, Fire, Health, Public Works, Water - all city departments would operate side-by-side on a daily basis, so that when an emergency occurred, there would be no need to open up another center. The regular communications center and the emergency center would be one and the same.

The structure would be large enough to accommodate the 339 people that the Reid and Tarics study estimated would be in the Center under emergency conditions, for a period of 14 days. From a strictly communication standpoint, the Department of Electricity, which is responsible for the operation of all city communications equipment (except Muni Railway), favors Christmas Tree Point near the existing Central Radio Station. Since the control and dispatch facilities of each department would be located only feet away from the main transmitting and receiving equipment of Central Radio, there would be no need for the long land lines or microwave towers that might fail in a major earthquake. If repairs become necessary, short lines could be laid between the Center and Central Radio. Since the equipment there would be used daily by all the departments, there would be no disruption in shifting to an emergency basis.

On the other side, the present system does work. No one has said that the Emergency Operations Center will not do its job. It does have two links with Central Radio - via microwave if the telephone lines are broken. If the Central Fire Alarm Station on Turk Street is damaged, or put out of action, all transmitting and receiving can be done directly from Central Radio on Twin Peaks (although the other problems would be even more acute).

All radio equipment at Central Radio and the 3 major

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communication centers -- Fire, Police and Health -- is normally powered by PG&E, but there is emergency back-up power if PG&E should fail. Each site has 2 diesel generators that can automatically cut in, with one being able to handle the load. These generators are securely anchored, tested regularly, and have underground fuel storage tanks that would last for about 5 days. Besides the primary city communications system that goes through Central Radio, there are several other emergency systems which should be mentioned:

(1) Mayor's Emergency Telephone System - a series of 468 blue police call boxes around the city that are interconnected through a switchboard in the Hall of Justice. The Mayor, President of the Board of Supervisors, Police Chief, Fire Chief, Emergency Operations Director and about 30 key city people have a phone tied to this system. It is interesting to note that this system was not affected by the 1906 earthquake.

(2) City Pager System - a one-way system that originates from Central Fire Alarm to portable receivers carried by department heads and key city personnel. The message must be telephoned to Central Fire Alarm, which transmits a "beep" signal assigned to each receiver. When the individual hears his "beep" signal, he turns his receiver on, and listens to the message. Then, he responds by telephone to his caller, or takes whatever action is requested. There is no two-way conversation on the pager system. For an emergency, all pagers can be "beeped" simultaneously. It is primarily a means of contact between the Mayor and other key city personnel, such as Supervisors, department heads, etc.

(3) Mayor's Emergency Communications System (MECS) - a two-way portable radio system that can send and receive either direct on a line of sight basis or through the Central Radio Station on Twin Peaks. There is also a station for this system in the Emergency Operations Center at Central Fire Alarm. Twelve heads of departments and the Sixth Army Command Center will have these units. This system allows the Mayor to communicate directly with certain key city personnel wherever they might be, a valuable asset in the first minutes of an emergency.

(4) Emergency Broadcast System - this is a system that will let the mayor speak directly over the air via KNBR, KGO and KCBS. It is not yet complete. Some equipment is being donated by the radio stations.

Since a new central communications center is not being considered at this time, the Office of Emergency Services is going ahead with improvements to the present system. The nearly obsolete radio which links 814 Mission St. to the State OES will be replaced in the coming year. Equipment to allow access to the Emergency Public Broadcast System (previously mentioned) is on order. The OES communications van, which serves as a mobile headquarters with radio links to the primary response agencies, will obtain additional equipment. Major alterations and

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modifications to the Emergency Operations Center at the Fire Alarm Station are both underway and in the planning stage. Communications, the nerve center of any emergency response, cannot be neglected, and OES is doing as much as they are able within the framework of a limited budget.

G. OTHER CITY AGENCIES

San Francisco Unified School District

As Superintendent of Schools, Dr. Robert Alioto is responsible for the preparation and implementation of an Emergency Operations Plan for the San Francisco Unified School District. Under his direction a comprehensive program has been developed. Also, the District participated in the April 22nd Earthquake Disaster Drill, complete directions having been given to each public school for its participation. Although the schools are not one of the primary response services, the fact that 56,000 children might be away from their homes should a major earthquake occur is of extreme importance, and their safety and welfare depends on how well the School District has planned for them.

Prior to the April 22nd drill, all schools received copies of the Emergency Operations Plan. In detail plans have been made to instruct each educational facility (including schools for handicapped students and those who might be enroute to school on school buses) on how to care for the students and to ensure the maximum amount of care and safety for them. These plans appear to be very well-developed, detailed and practical.

In addition to the Operations booklet, medical and building supplies have been issued to each school, including battery-operated radios for the use of administrators at the schools should an electrical power failure occur. In the event a major disaster should occur during the school hours, children will be kept at school, and teachers are instructed to be prepared for taking care of the children for several hours beyond the school day until it would be possible to release children to parents.

Schools were given posters to show children how to function during a disaster, especially during fires or earthquakes. Letters were sent home with the students advising parents of what to expect from the school during a disaster and how to prepare their family and home should such an event occur. In cooperation with the American Red Cross nine schools have been designated as Mass Care Centers and parents were informed where each Center is located and urged to seek help if needed from the Center nearest their homes.

Earthquake drills on a regular basis are part of a school's program. All schools participated in such a drill on April 22nd, and some schools included not only what to do immediately following the quake, but how to evacuate if the instructions

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were given by the administrator. All Mass Care Centers were open to the public for inspection.

We believe that the School District has a very complete and adequate plan, and that each school has been adequately supplied with not only the Plan but detailed instructions for administrators, teachers and students. The District cooperates with the Office of Emergency Services and seems to accept its responsibility toward the students. We would recommend and expect the District to monitor earthquake drills on a regular basis and to re-affirm to school administrators the importance of their roles in such an emergency, so that effective measures can be quickly and successfully initiated at the school sites.

The American Red Cross worked in cooperation with the schools in setting up the eleven mass care shelters, nine of which are in public schools. The University of San Francisco and Brooks Hall in Civic Center are to be used as shelters in addition to the schools. In the event of a major disaster the Red Cross will operate these facilities to provide food and lodging to any person who has been displaced. Medical supplies and some food supplies are kept at the centers, so that the shelters become instant refuge centers in the event of a disaster.

H. PRIVATE AGENCIES

American Red Cross

Under the City Charter the Red Cross is designated as San Francisco's official disaster relief agency. It is organized to provide for the basic needs of people when a disaster strikes - primarily food, shelter, clothing and first aid. Besides tending to these most vital needs, the Red Cross also helps with the many psychological, anxiety and mental problems that accompany disasters, such as counseling, welfare inquiries, locating missing family members, and where other forms of aid may be had. Unlike most government agencies, the Red Cross' primary purpose is disaster relief - it must be prepared at all times to provide emergency assistance. There is no government funding, the Red Cross is supported entirely by private contributions, so it has to be cost conscious in its operations. There are over 3,000 volunteers in the San Francisco - San Mateo chapter.

To carry out its responsibilities, the Red Cross works closely with the City's Office of Emergency Services. San Francisco's Emergency Operations Plan divides the city into 11 emergency districts - within each one a certain location is designated as a mass care facility (nine schools, USF, and the Civic Auditorium). Here the Red Cross, with assistance from the Department of Social Services, School District, Park and Recreation Department, Salvation Army, and the University of San Francisco, will minister to the needs of disaster victims. Each district also has an alternate site. The Red Cross has its own radio frequency, and is connected directly to the Emergency

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Operations Center on Turk Street. Food, first aid supplies, blankets and cots would all have to be brought in from outside sources. This would be done primarily through state and federal agencies.

Since the Red Cross has demonstrated many times throughout the world its capability in meeting disaster needs, there is every reason to expect that it will do its part in any emergency here. It is represented on the San Francisco Disaster Council, and also is in continuing contact with private companies on disaster problems. The only limits to Red Cross effectiveness would seem to be those over which it has no control - outside communications and transportation to bring in requested supplies.

Pacific Gas & Electric Company

Since P.G. & E. supplies the power for the City, it is responsible for the maintenance and repair of all electric and gas lines. P.G. & E. has many sources of gas and electricity, spread throughout its northern California territory, but ultimately the lines that bring in power and gas to San Francisco come up from the Peninsula. This means they might be subject to damage or interruption if a major earthquake occurred along the San Andreas Fault. In an emergency, the company has two steam generators within the City - the Hunters Point and Potrero Stations. These generators are fueled by natural gas from storage tanks with a supply that could last about one week.

At 77 Beale Street, P.G. & E. has equipment which shows the source and route of all electricity and gas coming into the City. From here it can order a switch in supplies between different sources. If for any reason P.G. & E. sources fail, the company can obtain electricity and gas through inter-connections with other utilities.

P.G. & E. is well organized to meet its disaster obligations. It has its own emergency plans. Employees are told to report to the service centers at San Rafael, Concord and Belmont. It has its own contract with two helicopter companies to provide emergency transportation. Most of the P.G. & E. cars and trucks are radio-equipped. Gasoline for its vehicles is stored in underground tanks in various strategic locations. Tanker trucks can pump from the underground gasoline tanks and fuel vehicles on the road. A one-week supply of essential materials is kept on hand. The company has its own command post at 2225 Folsom Street with an artesian well. There is a telephone line from here to the Emergency Operations Center on Turk Street, as well as to the Hall of Justice.

When a disaster strikes, it will take some time to assess the damage, but P.G. & E. does have the plans and procedure to restore its essential services as quickly as possible. The main problem would be rubble in streets and access to its facilities,

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so it would be dependent on the Public Works Department to a considerable extent.

I. OUTSIDE ASSISTANCE

Although San Francisco would be on its own for the first 8 to 24 hours of a major disaster, the City could expect substantial help after that period from other local governments, State agencies, and the Federal government. Arrangements and plans that deal with mobilizing these outside resources and bringing them to where needed do exist and are being continuously revised. This report does not go into details of the State and Federal plans, but a summary follows which lists the major government organizations and agreements that provide for emergency assistance.

Local Government Assistance -- All counties and most major cities in California, including San Francisco, have entered into a pact known as the California Master Mutual Aid Agreement to provide emergency aid to each other when requested. Equipment and personnel from the Fire, Police and Health departments of these other cities and counties would be incorporated into the respective departments of the local government requesting aid. There would be some operational difficulties at the beginning because of unfamiliarity with one another's procedures and equipment, but this should be quickly overcome by effective leadership and instruction. Requests for emergency aid go through a Mutual Aid Area Coordinator for each of its 3 services -- Fire, Police, and Health.

State Assistance -- All requests for State aid go to the State Office of Emergency Services whose headquarters are in Sacramento. For organizational purposes, the State is divided into six geographic regions, San Francisco being in Region 2, which includes 16 counties from Monterey to the Oregon border with headquarters in Concord. From both the Emergency Operations Center at Central Fire Alarm and the City's OES office on Mission Street, there is a radio link to the State OES at Concord. This signal does not go through the City's Central Radio Station, but directly into the State System through repeaters on Mt. Diablo, Tamapalis and St. Helena.

The major State divisions and departments that can provide personnel and equipment are listed below:

Calif. Highway Patrol	Calif. Conservation Corps
Caltrans	Health Services Dept.
National Guard	Division of Forestry
Calif./OSHA (for hazardous material spills)	

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Federal Assistance -- Federal aid will come through the State OES, which will make the request after determining what additional help is necessary. Some of the major Federal departments with facilities nearby are:

Sixth Army

Dept. of Transportation

Corps of Engineers

Coast Guard

Environmental Protection
Agency

Air Force
Forest Service

Planning and coordination at the Federal level is done through the Federal Emergency Management Agency (FEMA), with headquarters for Region 9 in San Francisco. Since the chain of authority goes from City to State OES to FEMA, the City OES has little direct contact with FEMA.

III. SUMMARY AND CONCLUSIONS

To the question "Is San Francisco prepared for a major earthquake?" the answer would have to be "NO", but it is striving to be better prepared and making progress in that direction. In view of the tremendous damage that an 8+ Richter quake could bring, to be totally prepared will always be beyond the physical, psychological, and monetary capabilities of the City. It is like trying to prepare for a war -- you cannot maintain a standing army of 5,000,000 men on the basis that World War III might break out. Much will depend on the time of the earthquake (during working hours there will be an estimated 300,000 commuters in the City), the location (whether just in San Francisco or also in the East Bay, Santa Rosa, etc.), and its severity. However, it is absolutely necessary that the problems be faced, plans made, and the ability to carry them out be kept at as high a level as possible through periodic tests and exercises. This must be a continuous, on-going program -- effective response depends on the degree of preparedness before the disaster, it cannot be developed after the event.

Since the Office of Emergency Services is a part of the Mayor's office, it will directly reflect the Mayor's interest in this subject. If the Mayor is not interested, nothing will be done. Fortunately, the present Mayor is interested in emergency preparation. Every agency and department mentioned in this report commented about the increased emphasis on emergency response during the last two years. Despite the fact there are few votes to be gained from expenditures for something that might not happen until long after the present administration is gone, the Mayor is providing the leadership that is essential for any progress in emergency preparedness. The Director of Emergency Services, Mr. Philip S. Day, Jr., does not have the authority to enforce any programs to bolster disaster preparedness, but, backed by the Mayor, he is vigorously pressing the major City response departments to develop and maintain a high state of

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readiness.

Probably the greatest single deterrent to doing more in emergency preparation is public apathy. Human nature being what it is, people are naturally more concerned with the problems and dangers they face today, rather than the potential problems and dangers they might face tomorrow. Protection against the mugger on our streets will usually rate a higher priority than a new emergency communications center. This is particularly true in an environment of fiscal limitations and Proposition 13 restraints. To advance the cause of emergency preparation against this background requires an effective public information and education program. People must realize they will be totally on their own in the first hours of a major disaster, without electricity, gas or water service, and should have emergency provisions and equipment. The telephone directory's survival guide has a section on what to do if an earthquake strikes. Occasional reminders from newspaper and television sources would help keep the public informed about the added dangers from not being prepared. The more the public knows about potential dangers, the more likely it will be to take the necessary precautions.

Within practical limits and budget restraints, the City's major response departments seem to be, in general, moving towards increased readiness. As mentioned in the sections on individual departments, some deficiencies have been pointed out and recommendations are made in the following section.

IV. RECOMMENDATIONS

As brought out in the sections on the Fire and Public Works Departments the need for hazard prevention and reduction should rate a higher priority. It is recommended that the following actions be taken:

1. The Board of Supervisors should act on the April 7 report from the Seismic Investigation and Hazards Survey Committee and create the necessary ordinance to carry out a program of gradually reducing the hazards from unreinforced masonry buildings.
2. The Public Works Department should be granted sufficient funds to enforce the City's parapet law without sacrificing its attention to new construction and alteration permits.
3. The Bureau of Fire Prevention should be funded at its authorized strength and a regular inspection program adopted, on a priority-basis, to cover all buildings that are subject to the Fire Code.

In the area of communications, it is recommended that:

1. The question of building a new City Communications Center be reconsidered.

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2. If the present system is to be retained, the equipment in each individual center should be upgraded to the highest level practical. Specifically, the Health Department's center should receive the \$76,000 supplementary appropriation to expand its capability.

While these recommendations will not solve all the problems of emergency preparation, they will help to advance the City's progress in the important areas of hazard prevention and communications.

Mrs. Isabel Schumacher
Mr. Leslie Wheeler, Chairman

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THE CIVIL GRAND JURY SELECTION PROCESS

I. ABSTRACT

San Franciscans deserve and should demand better quality service from their Civil Grand Juries than they are currently receiving. This Grand Jury believes that there is no single change which would have a better effect on improving the quality of the Grand Jury product than an alteration in the way jury members are selected.

We believe that the resolution of the 1974 court suit---the institution of the random selection process---has seriously reduced the effectiveness of the Grand Jury. Because it would be true under any selection system that some juries would be "better" than others, it would perhaps be more precise to simply say that the resolution of the court suit has placed an albatross around the juries' necks---making it more difficult to perform duties, and nearly impossible to perform them well.

At present the San Francisco Superior Court is unable to use any criteria for jury selection other than that the jurors represent a cross-section of the community. But unlike a jury which sits for a civil or criminal trial to decide about information presented to it, the Civil Grand Jury must---by law---research and write about often complicated government policies or operations. A productive Civil Grand Juror needs a number of skills---investigative, writing, and conceptual are the most important---as well as internally-derived interest, drive, and discipline. Ensuring that the Grand Jury in some reasonable way mirrors the makeup of the city should be just the first step in selection---not the only step, as it is now. As we go to press we find that the San Francisco Superior Court has referred the issue of a proper selection method to its rules committee for a recommendation.

In this report we would like to explain the purpose of the Civil Grand Jury, how jurors are selected, what the Grand Jury really does, analyze how useful grand juries are, what "random selection" of jurors actually means, whether jurors selected under the random method are significantly different than by judicial nomination, why juries are not as productive as they might be and finally to make recommendations about these matters.

THE CIVIL GRAND JURY SELECTION PROCESS

II. BACKGROUND

A. WHAT IS THE PURPOSE OF THE CIVIL GRAND JURY?

The California State Constitution requires that each county shall(through its Superior Court) annually create a 19-member Grand Jury which will decide whether there is adequate evidence to bring to trial suspected criminals brought before it by the County District Attorney and to investigate and report on local government activities in the County. In several counties in the state--including San Francisco--these functions are split between an Indictment Grand Jury and a Civil Grand Jury. In San Francisco the Indictment Grand Jury rarely meets because courts have found that the indictment process deprives the accused of due process because the indictments are sought in secret.

Beyond the comments in the State Constitution, the Civil Grand Jury's role has been defined over the years by references in a number of statutes. Current written instruction to incoming Grand Jurors focuses most attention to citations from 6 separate Penal Code Sections setting forth grand jury responsibility. We list them below and quote exactly (from the Civil Grand Jury Proceedings document given to us). Please note that there is no mention of what will occur if any or all of these duties are not carried out. Also please note that the law apparently assumes the Jury's ability to satisfactorily carry out these functions. At present Civil Grand Juries in the state are directed to:

a. Inquire into the condition and management of public prisons within the county.

b. Inquire into the wilful or corrupt misconduct in offices of public officers of every description within the County.

c. Inquire into sales, transfers, and ownership of lands which might or should escheat to the State.

d. Investigate and report on the operations, accounts, and records of the officers, departments, or functions of the County including those operations, accounts and records of any special legislative district or other district in the County created pursuant to State law for which the officers are serving in their ex officio capacity as officers of the districts.

e. Investigate and report upon the needs of all County officers in the County, including the abolition or creation of offices and the equipment for or the method or system of performing the duties of, the several offices.

f. Submit no later than one month after the end of each fiscal year to the Presiding Judge of the Superior Court a final report of its findings and recommendations

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that pertain to County government matters other than fiscal matters during the fiscal year. Also, to submit no later than three months after the end of the fiscal year to the Presiding Judge of the Superior Court a final report of its findings and recommendations that pertain to fiscal matters of county government during the previous fiscal year. Copies are to be transmitted to each member of the Board of Supervisors of the County. Each elective officer is required to report to the Board of Supervisors on the findings and recommendations which pertain to his office, and the Board of Supervisors is required to comment on the findings and recommendations no later than 90 days after the Grand Jury submits any final report.

B. HOW ARE JURORS SELECTED?

In nearly all of the 58 California counties Civil Grand Jurors are nominated by Superior Court Judges. The jurors may volunteer for service or the judges may seek out members of the community whom they feel would make good Civil Grand Jurors. The names are then placed together and the jurors and alternates are drawn. Until 1975 this system prevailed in San Francisco County.

Traditionally, service on the Grand Jury has been an honor and has been one of the few opportunities for citizens to serve their community without running for elective office. Jury service has served as a training ground for civic leaders. The President of the San Francisco Board of Supervisors was a Grand Juror. In the last 10-15 years, however, an increasing number of other opportunities have been created for citizens who might otherwise have served on the Grand Jury---for example, the large number of advisory councils at the local, state, and federal level.

In July, 1974, Public Advocates Inc. filed a complaint in Federal Court against San Francisco's Superior Court under the Civil Rights Act and the Fourteenth Amendment because of the exclusion of certain groups from Grand Jury service, namely women, young people, non-whites, low-income families, and residents of low-income neighborhoods. The case was settled out of court when the Superior Court agreed to select Grand Jurors on the same random basis that jurors are selected for civil and criminal trials. More specifically, the Federal Court ruled that the then current selection did indeed discriminate and left it to the Superior Court to devise an alternate plan. In devising an alternate plan for approval by the Federal Court, the Superior Court chose the simplest and easiest way out. The court proposed a random selection process. It is important to understand what occurred during this period and what the motives were because it allows some conclusions to be drawn about the likelihood of an alteration in the selection process.

There are two major reasons why only random selection was used in the new formula: First, the Superior Court was

THE CIVIL GRAND JURY SELECTION PROCESS

embarrassed and irritated by the suit. Superior Court judges, who had made what they felt were good-faith efforts at juror selection, had to take the stand in Federal Court (under charges of discrimination) to describe how they in the past had decided to nominate Grand Jurors. Moreover, some on the Superior Court felt that the Federal Court did not even have jurisdiction over the case. Second, the Superior Court itself could not easily agree on the resolution; the disagreement within the Court has been described as "lively". As the suit dragged on for three years, this dissension within the court long overstayed its welcome.

C. WHAT DOES THE GRAND JURY REALLY DO?

1. Scope. Until this year (both before and after the change in the juror selection method in 1976) juries reviewed all of the approximately 55 City and County departments each year. There were slight differences in the way the committees were arranged for the review over the years, but the arrangement would most often have been that each of the jurors was responsible for 3 areas. The number of areas to investigate and the number of investigators don't leave much room for imaginative work assignments. Given that each person would have to alone shoulder 3 areas, the formation of committees, while helpful, comes at the dear price of adding to the number of areas each juror must be knowledgeable about. Although the jury may look into groups which the City has financial interests in (such as BART or ABAG) or even private firms which contract with the City, nearly all efforts over the years have been devoted to the City and County operating departments, with a heavy emphasis on the police and fire departments.

The size of the investigation done in each area depended on the interest and skill of the committee or person assigned to the department. It would, of course, be impossible for the 19 people to investigate and make a written report on 55 departments each year. Consequently, for most of the departments in most years the research has consisted of a meeting with the department head and a written report setting out the information that the department head has provided---either in the meeting or from the department's annual report.

2. Quality. The quality of the Grand Juries' work varies and apparently has always varied from year to year. With the exception of the Grand Jury Consultant's advisory role (largely to the foreman) the Jury is isolated from outside influences and forms its own "personality"---and standards. Similarly, the committees also develop in a somewhat haphazard way. Differences in skill, interest, and personality effect the quality and amount of energy put forward. Because the Grand Jury is essentially a voluntary effort, the foreman and the committee chairmen have very little power or influence beyond the power of persuasion---a quality which is distributed no more evenly in life than any other.

THE CIVIL GRAND JURY SELECTION PROCESS

III. Analysis.

A. HOW USEFUL TO THE LOCAL GOVERNMENT AND THE COMMUNITY ARE THE CURRENT GRAND JURIES?

Apparently not very, according to a survey of the last five juries we did this spring. Asked to rate the effectiveness of the juries on a scale of 10, respondents provided a mean score of 5.94.

At present the major value of the Civil Grand Jury is its existence---the ability of a laymen's group to have access to information and subpoena power to insure that their government is functioning properly. In practice jury investigations are reviews by laymen---in the broadest sense of the phrase. The reviews rarely provide useful detailed suggestions to management. Juries are usually given wide berth and respect not for what they actually do, but for what they might do.

Our concern with the usefulness of the Grand Juries comes indirectly. Our intent is not to criticize either the juries' standing in the community or individual jurors, many of whom spend many hours in service, but to point out how much the productivity could improve with changes in juror selection.

B. WHAT DOES THE TERM "RANDOM SELECTION" REALLY MEAN?

Random selection in practice is far from the precise concept which comes to mind when the term is heard.

First, there is no practical way to achieve a truly random selection of San Francisco residents. We must rely on lists or categories gathered for other purposes. Currently, the Superior Court uses a merged file of Drivers' License names and the Voter's registration list. In the same way that using names from the telephone book at one time skewed data because having a telephone was correlated with wealth, a driver's license or voter registration could well be correlated with wealth and stability. Thus we probably are beginning a so-called "random selection" with minorities and the poor at a relative disadvantage.

Second, the selection process further constrains the random quality of the resulting jury. For those who are unfamiliar with the selection system, here is a brief introduction. To fill 19 seats on the Grand Jury two hundred people are given summonses. Approximately one hundred are excused for financial or similar reasons and the group is further reduced to sixty by random draw. Of that sixty enough are interviewed in court so that a draw from a group of, say, 30 would provide the 19 jurors plus 11 alternates.

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C. ARE THE JURIES SELECTED UNDER THE RANDOM METHOD DIFFERENT THAN IN THE YEARS BEFORE 1976-77?

Before 1976-77 juries could be characterized as largely Caucasian, having professional and semi-professional jobs, and having middle to upper incomes. For example, one might have expected that going to a random selection process might have changed that (no doubt Public Advocates, Inc. did). But it has not. Our research indicates that the percentage of non-whites on the jury has remained constant over the last five years, hovering between 18-22%. There seems to be greater shift in terms of income and number of semi- and professionals(lower), but still not much. We think that this lack of dramatic change is due to the part of the process which weighs in favor of the relatively more educated and wealthier. After the initial pool of 200 has been selected in as random a way as seems possible, candidates are allowed to request to be excused for reasons of financial burden. To the extent that a non-white or less-educated person is in a lower income category as well, they would self-select out of the process, reducing their representation. Thus, we have juries---such as the 1980-81 jury---that are made up of 61% college graduates and another 17% who have had some significant college experience, 61% who have semi- or professional jobs, and 78% Caucasians---hardly a profile of the population of San Francisco as a whole.

Below is information from a survey of 95 former jurors. Please watch your interpretations; only 1/3 of the population answered the questionnaire---approximately 6 from each jury for the last 5 years.

SURVEY OF FORMER CIVIL GRAND JURORS 1975-76--1979-80

	Survey Respondents	1980-81 Jurors
Mean age	44	
% Semi- or Professional	56%	61%
Mean wage	\$21,700	
% Male	56%	61%
% Caucasian	81%	78%
Rating of Jury Effectiveness	5.94(Scale of 10)	

Rating of

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Personal Effectiveness 7.09(Scale of 10)

Education

HS	12	22
2 yr.	19	17
AB/BS	47	33
Graduate	22	28
	100%	100%

D. WHY ARE JURIES NOT AS PRODUCTIVE AS THEY MIGHT BE?

Very simple. There are no standards for jury service other than having been randomly selected. It should not be surprising to find a broad range of writing, investigative, conceptual skills in jurors as well as inner-derived qualities of drive, interest, and discipline. What effect does this have? A partial list of those factors which constantly drag down the group's productivity:

1. Only part of the 19 members can do investigative work.
2. Only part of the 19 members can write well.
3. Usually the above qualities are grouped and therefore present or absent in a given juror. Consequently, there is a disproportionate workload. The overworked tend to feel used and sometimes are resentful. The persons who can't do the work as well tend to feel awkward and embarrassed. This is very unfortunate for those who perhaps knew they were not as qualified as others might have been, but because they were selected in a random process, agreed to serve the year because of their good nature and their desire to serve San Francisco.
4. The lack of homogeneity hurts morale---not insignificant in a group which sets its own pace and standards.
5. The mediocre experience most people have on the jury decreases the number of jurors who are willing to make themselves available for a second year of service. Although the law would have allowed for as many as 4 jurors to be carried over to serve on next year's jury, only 2 of the 1980-81 jury ever applied to do so.
6. The review of progress reports and other matters is seriously impeded by the broad range of conceptual abilities and interest in local government. Some jurors don't read a daily paper or have the slightest knowledge

THE CIVIL GRAND JURY SELECTION PROCESS

about local government when selected; it is impossible to bring these people up to speed. In meeting after meeting this year it was not unusual to have less than half of the jury members comment in an evening (usually 2 hours). While it is true that some people are more verbal than others, the jury has only 19 members. To the extent that people cannot or do not make suggestions or other contributions in meetings, the jury cannot smoothly perform those functions which it must perform as a group--- weighing evidence, determining strategy, and so forth.

IV. RECOMMENDATIONS

1. The Superior Court should devise a selection system which meets the test of reasonableness in combining the qualities which make good jurors as well as representation of the community. The recommendation is not new. For example, the 1979-80 Grand Jury discussed the problem and made a suggestion as to an alteration. Almost any variation of this suggestion would be markedly better than the current system. Let those who wish to keep the status quo defend its mediocrity to the people of San Francisco.
2. Until the selection process is altered, we believe that Grand Juries need to make certain changes which take into account the jury makeup and which should increase the effectiveness of the jury.
 - a. Juries should make a special effort to make sure that the projects undertaken by the jury fit the capabilities of the jurors. It should be clear from this report that we have strong misgivings about the Grand Jury's ability to carry out a very large number of quality management audits. If the jury is to make the best of what it has, it may want to choose to even further decrease the number of management audits and focus on city service level audits where the results of interviews and questionnaires provide useful information, on public policy reviews, or on special reports (like the Dan White riot or police brutality) where interviews and data collection are important.
 - b. Juries should begin to place more emphasis on the structure of their operations. A calendar should be created and stuck to. Outlines of investigations should be created early on and fleshed out as the year progresses.

THE CIVIL GRAND JURY SELECTION PROCESS

- c. At the begining of the term juries should institute a formal program to inform incoming jurors about local government. We would recommend inviting the director of SPUR, the Deputy Mayor and others who have experience in or knowledge of government in San Francisco.
- d. Juries (with modest but necessary financial support from Superior Court) should more fully background incoming jurors as to the purpose and operation of the Grand Jury. Specifically, jurors should be required to attend a one-day training session in July given by the Northern California Grand Jury Association.

David E. Bell,
Foreman

NOTES FROM THE SURVEY OF CIVIL GRAND JURY MEMBERS FROM 1975-76--1979-80

1. There were 95 sent out.

- Deceased or moved
- 12 returned by Post Office
- 4 from 1975-76
- 5 from 1976-77
- 5 from 1977-78
- 6 from 1978-79
- 7 from 1979-80
- 5 from years undetermined

51 not returned

2. Persons returning forms were predominately those having some education after high school. The sample size in each year was not large enough to make firm conclusions about the differences between the 1975-76 jury selected by nomination by Superior Court judges and the four later juries selected under the random system---except for race which was independently determined.

3. Of the total of 32 respondents all were caucasian, except 3 blacks, 1 Chinese, 1 Mexican-American, 1 Filipino, 1 who marked "other", 1 who marked "gay", and 1 naturalized citizen who marked Caucasian.

THE CIVIL GRAND JURY SELECTION PROCESS

COMMENTS FROM JURORS RETURNING QUESTIONNAIRES

"Random selection of Grand Jurors is a mistake. Selection should be based upon: (1) intelligence, (2) experience, (3) education, (4) business success and (5) willingness to give time and thought to public problems." 1975-76 juror.

"One year is far too short to cover the areas of concern. Need for administrative staff." 1975-76 juror.

"Certainly, I would like to see Grand Juries perform effectively (that is really not the issue). What the Superior Court system needs to assure---if by some miracle we go back to the old way of selecting Grand Jury members---is that the Jury is in fact representative, that's all, that's the bottom line (i.e., for the sake of credibility, in the City you have to play the game of "representativeness." 1975-76 juror.

"Any trepidations I had had regarding the acumen of this first peoples' grand jury were veritably eradicated, I am most pleased to report." 1976-77 juror.

"Have incoming and outgoing jurors meet once so as to co-ordinate activities(who to contact, etc.). Have jurors serve shorter period. By April jurors are 'fed up' and stale. Make reports plausible enough so department heads won't round-file reports." 1976-77 juror.

"It was a once in a life time experience and very rewarding. If there was some way they can obtain people with more experience in the various departments as one picked at random does not know too much on how our city is being run by the various departments. Although we had real good cooperation from the departments, a grand juror must spend many hours investigating, checking, writing, and planning a good report. We had a wonderful group of people in our jury and really worked very hard and at times were a little skeptical as to what was safe to put down. I believe we had a really great group and would serve again if called, especially now with the experience in back of me." 76-77 juror.

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"In one year I felt like I was looking for a needle in one haystack of 10, one at a time, in 10 barns." I do believe that the term should be extended to 2 years or perhaps 1 1/2 years." 1977-78 juror.

"No change." 1977-78 juror.

"I do believe, however, that the random system of selection should be modified to include only those with above high school degrees, as those persons with less education proved to be a burden and had to be 'carried' by the rest of us (example: having to rewrite their reports which doubled our tasks and put an unduly heavy responsibility on the foreman." 1977-78 juror.

"Selection of highly skilled and motivated jurors with expertise in organization, personnel, internal audit and report writing would be superior to the present random method." 1977-78 juror.

"My grand jury duty was like returning to high school for civics class. I can't imagine how it could be effective in the least." 1977-78 juror.

"Considering I don't understand English very good, I did the best I could but I don't think I was qualified enough for the Grand Jury, and neither were some other people. I think the Grand Jury should be select from people with more education and knowlege (sic) about government. At any rate it was a good experience for me." 1978-79 juror.

THE CIVIL GRAND JURY SELECTION PROCESS

"Reasoning skills were underemphasized in selection process. Logic, reading and writing ability, in ENGLISH should be mandatory; bi-lingualism, ghetto-speak OK, provided King's English also comprehended. Intentions and motivations are insufficient to do proper job if other skills, as above, are lacking. Period of empaneling should run 2 years, to allow for utilization of experience gained in 1st year." 1978-79 juror.

"When you make your report, please show that at least one former grand jury member(I myself do not believe the change to random selection has seriously reduced the effectiveness of the Grand Jury. In this City, I believe the Grand Jury only exists because of state law and it is seen as the tool for the court and the Mayor. It appears that you would prefer Grand Jurors to be carbon copies of Harvey Rose and not show concern for service to the public, morale of employees, or effectiveness of top management of the City. The whole system would be much more effective if the Grand Jury Advisor really acted as an advisor to the group and passed on experiences from former Grand Juries rather than being the advisor only to the foreperson. This is more evidence that the Grand Jury does not represent the residents of the City/County. I learned a great deal as a Grand Jury member; one of those things is that the Civil Grand Jury system is not effective because the City does not want it to be effective." 1978-79 juror.

"I believe the best solution in order to have any effective results from a civil grand jury is to have a two year term." 1978-79 juror.

"I recommend a return to the previous system of letting the Court select members for the Grand Jury." 1978-79 juror.

THE CIVIL GRAND JURY SELECTION PROCESS

"Grand Jury selection should probably be divided equally between random selection and appointive. There should be an overlap of service to insure continuity and expertise, as well as knowledgeability." 1979-80 juror.

"I did learn very much, but (I) feel that the jury is not taken very seriously. The jury can help and contribute, but (I) so often feel the reports would not be read or ignored. Unfortunately, I have no suggestions on how the jury and their (sic) impact can change. But even though, I'd be more than happy to be on another grand jury." 1979-80 juror.

"Why have a jury that is ineffective and a waste of taxpayer's money?" 1979-80 juror.

"Too many areas to really cover effectively." 1979-80 juror.

"One year is much too short a time to cover 20 plus departments. To make any contribution one must really devote full time to that end. Most members of our jury worked full time and to assume an additional burden of investigative study and have it meaningful is pure folly." 1979-80 juror.

"I am not sure that there has been any singular contribution of any import made by any Grand Jury in the past 5 years. Somehow, I feel, in the end, that the manner in which jurors were selected, prior to the Public Advocates's Inc. complaint, was indeed the very best and produced the most qualified jurors." 1979-80 juror.

THE CIVIL GRAND JURY SELECTION PROCESS

"The random nature of the selection process provides for choice of jurors that are not entirely committed to the work required nor properly prepared for the challenge of dealing with the problems. In my mind, the experience was frustrating because of this. Somehow the random selection process must provide for choice of properly educated persons that are interested in the problems of the City and can devote the time to the work required." 1979-80 juror.

"The random selection process should stand as is. What happens after the initial call is what's important. The following people, through careful questioning, should be eliminated: (1) people who don't give a damn, (2) people who are less than certain they have the required time, (3) people who cannot contribute orally or in writing because of language or cultural barriers. Retention of the random selection process ensures that all sorts of people have a chance. Intelligent questioning would determine who's really suitable to the job." 1979-80 juror.

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DEPARTMENT OF SOCIAL SERVICES

I. ABSTRACT

The biggest issue facing the Department of Social Services is the human and administrative impact of the budget cuts for its programs which have been enacted in Washington. These cuts will fall on a city already suffering from the impact of Proposition 13, and are highly likely to increase over the next few years. It is also likely that welfare programs will be "de-federalized" in the next few years, with a diminished amount of funds turned back to the states in the form of "block grants." This will almost certainly result in administrative chaos. Although this report speaks of many things, the reader is urged to consider them in the context of this main issue: The welfare system as it has existed for a generation is being de-funded and restructured.

At the same time, the Department has been saddled with a problem - the Refugee Resettlement Program - that ought to be administered federally. The funds for this relief, which originally were to be available for as long as a refugee needed aid, now end after 36 months, leaving those refugees who have not become self-supporting to apply for aid from other sources. The chief other source is likely to be the county-funded General Assistance program.

Other areas of concern include San Francisco's personnel policies and civil service system, which were the object of many complaints at DSS. We investigated further and found that the entire merit system is decaying, with demoralizing and disorganizing effects on DSS and, no doubt, on other city agencies. This is principally due to the growth of temporary workers in the city workforce (7,000 of a total of 30,000 workers), which has allowed for what one Civil Service official called a return to patronage.

Finally, there are continuing problems with employee morale and health and safety issues at DSS.

Our conclusion, after a year of studying these issues, is that there is a great need for planning and public discussion of the available options (and their consequences). We do not believe that the city is prepared for the fiscal and social impact of the changes being made in the human services area.

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III. INTRODUCTION: The Main Problem

The De-federalization of Welfare

The Department of Social Services (or DSS) - commonly known as the "Welfare Department" - is a very large department, providing essential human services, with an avalanche coming down on it --the slashing of billions of dollars from the health and human services sector of the federal budget. Everyone connected with DSS predicts the catastrophe---the prospective loss of perhaps half of the department's funding---but no one knows the details. This situation has resulted in administrative confusion---managers trying to plan responses in a void of hard information and serious morale problems at all levels.

Over the past 50 years the federal government has gradually taken over both funding and administrative control of social services. Programs and an administrative apparatus were set up, with responsibilities lined out for officials at federal, state, and local levels. A complex system of bureaucracy grew up over the years, and over the years civil servants and legislators learned the rules of the game, the players, and the umpires. Next year---retaining the metaphor--- it's a whole different ball game. The federal welfare sector, which developed gradually, is to be dismantled practically overnight, and its responsibilities turned over to the states, who will be asked to redesign the entire administrative apparatus while learning to administer it, with at least 25% less money.

DSS's function is to administer a large variety of social service and income maintenance programs as mandated by federal, state and city and county law. The department's size and the complexity of the many aid programs it administers already make its day-to-day operation a difficult job for both workers and management. Proposition 13, with its legacy of "forced salary savings" and budgets that have not kept up with inflation, have placed greater pressure on operations.

Benefits in all but one of the programs that DSS administers (General Assistance is the exception) come entirely from the federal and state budgets. Most of the administrative costs for these programs are also paid for with federal and state money. This means that the impact of the cuts will be twofold: (1) people already in marginal economic situations will find that services upon which they have relied for survival will be reduced or abandoned; (2) the administration of what programs remain will have to be done with less money. Further, if the President has his way about "turning back" welfare programs to the states, in the form of "block grants," all this will take place in the context of a large scale, sudden -- and, therefore, almost certainly chaotic -- reorganization of the entire system of welfare administration in this country.

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Crossfire of Cutbacks

San Francisco's budget is 20% federally funded. City officials estimate next year's budget shortfall as \$125 million, and some critics claim the actual amount will be closer to \$300 million given federal, state and local cuts, and the effects of inflation. In a time of rising unemployment and high inflation, many segments of the population will need more, not less services. Yet as public needs grow, the amount of available public money shrinks, and we can expect that DSS will be deluged with people seeking help as a result of cuts in social programs, both in and out of DSS.

- Unemployment benefits are being cut: the Reagan administration has proposed shortening the duration of benefits and forcing people off unemployment if they do not accept jobs at the minimum wage.

- The CETA program is being phased out: 1600 people now gainfully employed in San Francisco are losing their CETA jobs, and many of them can be expected to wind up on the welfare rolls.

- Federal cuts in Social Security and state cuts in SSI: more aged and disabled will be applying for income support from other programs.

- Food Stamps: many people will be eliminated by new guidelines who surely needed this aid, and who will be driven to make up for its loss in some way.

- The phasing out of federal support for the Refugee Aid Program: thousands of people will become the responsibility of state and local government. This cut cost San Francisco \$16,000 in April, 1981, the first month of the phaseout, and the amount is expected to grow geometrically as more refugees become eligible for federal money at the end of a 36-month term.

- Public Housing cuts: less housing will be available to low-income people, and it is well known that San Francisco has a severe housing shortage already.

- Medicaid cuts, and possible cuts in Medical will lead to more demand on locally-funded health facilities.

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- Aid to Families with Dependent Children: When we last spoke to the department's General Manager, Edwin Sarsfield, he said he had no idea what cuts could be expected in AFDC. He speculated that as many as half the recipients might be forced off the rolls, which would naturally result in proportionate layoffs in AFDC staff. On the other hand, the program might well survive at something closer to former levels. Bob Becker, who is in charge of the AFDC program, told us that in his personal view (he was unable to offer anything firmer at that point) AFDC will probably stay pretty much the same as it has been until July, 1982. But, he said, depending on decisions in Washington and Sacramento, big cuts could come as early as October of this year. In any case, they will come eventually, as the administration's program continues to cut over the next three years. The administrative and legislative chaos will certainly be great, and will affect DSS greatly. The DSS administration, even while it struggles from daily crisis to daily crisis as things are now, is faced with a coming crisis of huge proportions.

It is completely realistic to say that this city is unprepared to meet the human needs thrust upon us by the present administration's policies. DSS officials predict an "explosive situation" as increasing numbers of people, at least in San Francisco, struggle for shrinking resources. This will be reflected, it is reasonable to assume, in increased suffering and hardship for many elderly and disabled, for single mothers and unemployed people, and in increased strain and frustration on the city workers who are employed to serve these people. It seems imperative that city government look for the resources necessary to meet as many of these needs as possible in a humane way.

We believe it is essential for local government in San Francisco to take steps to prepare for a very serious crisis that is coming in the area of human services. To date, we are aware of little substantive planning at the highest levels of city government, and this absence of preparation gives us great concern. The crisis will not be confined to DSS programs, but will involve cumulative impacts from cuts in a broad range of federal programs, as well as state and local programs which have until now been dependent on federal funds. There is a great need for positive leadership by DSS management and by the Mayor and Supervisors. "Crisis management" of the everyday kind won't get us through this one. The time for petty squabbling and political haymaking, if there ever was such a time, is at an end, and the time for cooperation and leadership is here.

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IV. DESCRIPTION OF DEPARTMENT OF SOCIAL SERVICES

If federal and state funds it administers are counted, DSS is by far the largest of all city departments. In fact, its city and county funds alone place it fourth among city departments as to departmental budget, coming after the Police, Fire and Municipal Railway Departments. All told, DSS's operating budget is larger than most San Francisco private businesses, and it serves, in one way or another, well over 10% of the city's population. And, of course, in providing those human services which any society owes to those who would otherwise be unable to survive, it serves us all.

DSS employs around 1,500 people, and as of Fiscal Year 1979-80, serves a monthly average of more than 40,000 San Franciscans. The services provided include such things as crisis intervention counseling for homes with child abuse or molestation problems, adoption placements, foster care, various homemaking and protective services for the aged, blind and disabled, as well as basic income maintenance programs for the city's indigent. The best known programs, no doubt, are such basic social services as Aid to Families with Dependent Children, Food Stamps, and the county's General Assistance program; however, these are very far from being the whole picture.

Most of these programs are mandated by federal and state law, and have in the past been largely paid for with federal and state "revenue sharing" funds. Last year's DSS budget was made up of approximately 90% federal and state money, with the balance coming from local (city and county) revenues.

Administration

DSS is under the Mayor, who appoints a Social Services Commission for terms of four years, who donate their time and energy to the city. They in turn appoint a full-time General Manager (currently Edwin S. Sarsfield) who serves at their pleasure. The department is currently organized into nine divisions (see Table I for names and relative sizes, but note that this organization may be subject to considerable change over the next few years due to budget constraints).

Each of these major program divisions is discussed in some detail later in the report. First, though, we think it will be helpful to explain the kinds of programs DSS administers, the kinds of people they serve, and the kinds of workers who administer them.

We also feel a general explanation of current staffing problems and their effects on the department's operation will be useful for readers who are not familiar in detail with the way public agencies function.

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TABLE I
DIVISIONS OF DSS BY NUMBER OF
BUDGETED EMPLOYEE POSITIONS

1. AFDC/WIN/REFUGEE RESETTLEMENT PROGRAM	262	(AFDC 188 WIN 13 RRP 61)
2. ADMINISTRATION	234	
3. FAMILY & CHILDREN'S SERVICES	189	
4. MEDI-CAL	196	
5. FOOD STAMPS	121	
6. ADULT SERVICES	123	
7. FISCAL	106	
8. GENERAL ASSISTANCE	83	
9. AUDIT	81	
1405		

Sources: In-house figures supplied by DSS Personnel Office.
The department actually has about 1500 employees, and
budgeted positions are not equivalent to the actual number
of employees, which is often lower. (See "Civil Service
Related Problems and Personnel Policies" for explanation.)

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Two Kinds of Program

Obviously, the process of administering aid programs for a number of quite different needy groups is complex, and programs at DSS differ greatly as to kinds of clients, kinds of benefits, and kinds of workers. The programs can, however, be classified into two basic types, Income Maintenance and Service.

Income Maintenance Programs

The benefits in these programs consist of cash grants and/or "in kind" benefits such as food stamps, Medi-Cal card and a fast pass. They include the programs which provide only in-kind benefits - Medi-Cal and non-assistance food stamps. Eligibility for these programs is based on income and is governed by very strict federal and state regulations.

The management emphasis in these programs is on making sure eligibility standards are met in each case, both at the time of application (or "intake" as it is called) and during the entire time on aid (which is spoken of as "continuing" or "carrying").

Service Programs

These programs provide counseling, referral to other agencies, home visits to check on conditions and suggest improvements, and so forth. There is quite a variety of such programs - everything from placing and monitoring foster care children to protective services for the aged, blind, and disabled - but they are split up into two divisions, depending on whether the recipient is a minor or an adult: Family and Children's Services and Adult Services.

What Kinds of People are Served

Table II on page 105 shows, for income maintenance programs, who the clients are, what benefits they receive, and how many clients there are. (Again, more detailed program descriptions can be found further on in this report.)

The number and variety of service programs rule out using a similar table for them. Instead, we'll give some examples of service programs and populations served:

--Abused, neglected, or abandoned children. These children are the department's responsibility as directed by the California Welfare and Institutions Code. Welfare Workers, working if necessary in conjunction with the courts, provide counseling, protective services, and if necessary, adoption service or foster care placement.

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--Low income elderly people receive protective services if needed, homemaker services, and many other services through the Adult Services Division.

--Developmentally disabled (or mentally retarded) adults receive counseling and referral services, homemaker services, and so on.

--Other disabled and handicapped people receive similar services.

This list is not by any means exhaustive. For more information, see the program descriptions under "Family and Children's Services" and "Adult Services."

TABLE II - INCOME MAINTENANCE PROGRAMS

PROGRAM & FUNDING SOURCES	POPULATION SERVED	CASELOAD	BENEFITS
AFDC (Aid to Families With Dependent Children) State/Federal \$	Mostly single mothers with very low or no income. Some orphans cared for by indigent relatives; a few children in foster care (child must be in household to collect aid).	Families 12,809 Children 25,563	Family of 2 \$374 16 \$390 \$550 68 \$618 CASH Food Stamps TOTAL + Medi-Cal
RRP (Refugee Resettlement Program) 100% Federal \$	People designated as refugees and resettled in US; aid currently provided for 3 years only. No income eligibility standard; no requirement that child be in household.	11,000 clients (5,000 of these are children)	\$374 16 \$390 \$550 68 \$618 Food Stamps TOTAL + Medi-Cal
GA (General Assistance) 100% county \$	Individuals (over 18), not eligible for other programs, who have no income and few resources. Mostly men but more women in age over 50. About half are temporarily or permanently disabled; over half have no marketable skills.	5200	\$235 10-15 16 \$260-266 CASH Food stamps Fast pass TOTAL + Medi-Cal
MEDI-CAL (Non-Assistance) State/Federal \$	The so-called "medically indigent" people whose income is low enough that they cannot afford basic medical services	Approx. 22,000 including 1700 in longterm convalescent care.	1) Treatment 2) Prescribed medications
FOOD STAMPS (Non-Assistance) State/Federal \$	People not on aid whose incomes are below the poverty line. Many are also on Medi-Cal.	Approximately 2800-2900 intake monthly, with similar discontinuance rate	Family of 2: Income: \$225/\$60 stamps Family of 4: Income: \$430/\$100 stamps (approx.)

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Eligibility Workers and Social Workers

Any large organization needs many kinds of employees, and DSS is no exception. It employs clerks of all kinds, management analysts, statisticians, printers, mail sorters, personnel staff, and secretaries just like any other complex department, and couldn't do its job without them. But the line workers, those who actually provide services to clients, can be sorted into two basic groups, Eligibility Workers and Social Workers.

Eligibility workers mostly work in the income maintenance programs, and their job involves making sure eligibility standards are met and documented for each case their unit handles. It is an extremely demanding job. The eligibility regulations are not only strict, but also very complex, and, in some programs, constantly changing as new regulations arrive from Washington or Sacramento. In addition, there is considerable client contact in both intake and carrying units. Spending a good deal of time each day trying to help people who are in a very bad economic situation is stressful and often frustrating. In addition, their positions are not likely to lead anywhere in terms of career growth. The result of all this is low morale and high turnover.

Social workers are found mainly in the service programs. They are professionally educated and mostly have Master of Social Work degrees. They provide the services mandated by the program to which they are assigned. They dictate reports to document the files in their caseload, make home visits when appropriate, and deal with government agencies ranging from the Juvenile Court to the Social Security Administration. Morale is a problem for social workers, too, for some of the same reasons as those given by eligibility workers. There are also complaints that paperwork and verification of eligibility do not leave enough time for actual social work.

The Exception: General Assistance

Although it conforms in general to the income maintenance programs, GA is staffed with social workers. The reason for this is apparently the obvious need of social worker services for the clients, who have no resources, yet are ineligible for any other income maintenance programs. (A profile of GA clients can be found in our description of that program.) The workers report, however, that the amount of time they spend determining eligibility and following up on required documentation prevent them from providing such services. We understand that management plans to convert GA to an eligibility worker program soon.

Federal and State Regulation

Federal and state funding is problematic not only because of the lack of local control over levels of funding, but also

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because of absentee regulation of the programs that are funded. Aside from GA, DSS's programs are regulated, with very strict quality controls, by a number of federal and state agencies, and the sheer volume of paper, time and staff energy that goes into compliance is staggering. Bob Becker, who is in charge of AFDC, told us that his program receives about 18 new regulations - either additional ones or changes in existing ones - each week. The amount of required paperwork is vast, and applying the rules on eligibility and the mandated checks on client statements is quite complex and time-consuming.

"Cost Containment"

While the various federal and state agencies allow local welfare agencies to "claim back" administrative costs for the programs they administer, such claims are limited to a stated percentage of funds spent on actual services, as outlined in the state "cost-containment" goals. Anything over that percentage must be paid for with local money.

Error Rates and Sanctions

In addition, even the cost percentage allowed to DSS for administration is not certain to be paid in full. If, in the quality control process, it is determined that the number of so-called "dollar errors" - anything that might result in an overpayment, from failing to verify an address on up - exceeds 4%, a portion of the administrative expense claim is denied. These claim denials are known as "sanctions."

Cost containment and error rate are related in the way they affect the department's management goals and, consequently, the way its work is done. In order to avoid spending county money on administering federal and state funded programs, every possible step must be taken to meet cost-containment goals. However, some possible steps to reduce administrative costs can result in higher error rates, thus causing further reductions in federal and state money. Then, either more county money must be spent to make up the difference, or further administrative cuts must be made, some of which may then generate still higher error rates and further sanctions. It is a vicious circle, and many kinds of cost-saving actions can lead to high error rates.

The "Uncovered Caseload" and Error Rates

For instance, the "uncovered caseload" belonging to a vacant position must be distributed to other workers. If, in order to cut costs or for other reasons the vacancy is not filled immediately, the unit's remaining workers have more pressure of work and must either work faster - which means greater risk of errors - or let work back up - which means that mandated controls and checks are applied late, which is automatically an error.

V. PROGRAM DESCRIPTIONS

Note: Employee Questionnaires

In order to get some information about DSS from the line workers and supervisors, we distributed a questionnaire asking their views on a number of areas. They included quality of service, staffing and workload, civil service, and health and safety. Over 300 of the department's approximately 1500 employees (or about 20%) responded, including clerks, caseworkers and supervisors. Each program description is followed by a summary of responses from employees in that program, with selected quotations. While we have not, obviously, fully investigated every response, and thus can make no statement as to the accuracy of individual statements, we include this information, under the heading "employee comments," as an indication of employee feelings in the various divisions. We have quoted statements representative of relatively large numbers of employees.

INCOME MAINTENANCE PROGRAMS

AID TO FAMILIES WITH DEPENDENT CHILDREN/REFUGEE RE-SETTLEMENT PROGRAM

AFDC is probably the best-known of DSS's programs, and it is certainly the largest. It provides a cash grant, food stamps, Medi-Cal cards, and a fast pass to families below the poverty level with children under 18. (In practice, the families are mostly single mothers and their children, although some other families also meet eligibility standards and receive benefits.) The money for this program all comes from the federal and state governments, and DSS is responsible for making certain that very stringent federal and state proof-of-eligibility regulations are complied with.

Although demographic figures specific to San Francisco's AFDC population are not available, the California Department of Social Services conducted a survey of selected AFDC case files over the whole state in April, 1980, and gave a regional breakdown for (among other regions) an area of nine Bay Area counties. We feel that the following facts about AFDC clients will be useful.

AFDC CASE CHARACTERISTICS

- 97.1% of families had a parent absent from the home.
- 2.9% had one or more parents deceased.
- 72.5% had no other sources of income
- 7.8% had some Social Security income(average \$141)
- 1% had some unemployment income(average \$252)
- 8.8% had some other cash income(average \$131)
- None received any support from an absent parent, although all had agreed to cooperate with the District Attorney's Office in attempting to collect any court-ordered support that might be available.

TABLE III: Family Size and Amount of Grant

Number in Family		Amount of Grant
One	8.8%	\$227
Two	40.2	374
Three	27.5	463
Four	12.7	550
Five	6.9	628
Six	2.9	706
Seven	1.0	775

--Number of children in Family Budget Unit (which is the number of people whose needs are considered in determining the amount of the family's total needs)

One	43.1%	Average number of children: 2
Two	30.4	
Three	10.7	
Four/more	9.8	

Intake and Carrying Units

The program is staffed with Senior Eligibility Workers, a Civil Service classification that was established specifically for AFDC to reflect the considerable complexity of the eligibility regulations that govern AFDC. The program has two operational sections "intake" and "continuing, (generally called "carrying").

Intake workers see applicants initially applying for aid. Their job is: first, to explain to the client what documents are necessary to establish eligibility. (This is done in an initial interview, with a second interview scheduled for the client to bring in the documents.) Then, to ascertain that all necessary documents are present and to determine and arrange for any necessary follow-up. Finally, when eligibility has been determined, the intake worker arranges for payment, food stamps, Medi-Cal and a fast pass. If the client has any service needs, she is referred to a service worker in the Family and Children's Program.

One of the carrying units is responsible for the case thereafter. Carrying workers provide service to clients when the need arises (as when a check doesn't arrive, or if a social problem requires referral to another agency or a DSS social worker). Their primary function, however, is to make sure that on-going eligibility documentation requirements are met. The carrying workers must see to it that income verifications, for instance, are sent in on a regular basis (and follow up on them if necessary) and that the client is providing all other required documents.

The carrying workers also check for specified "high risk factors" which might indicate the possibility of erroneous overpayment or intentional fraud. (These include such things as frequent cancellation of scheduled interviews with DSS workers, frequent address changes, and frequent changes in the number of people in the family budget unit.") When such factors exist, the case is given to a supervisor, who determines if it should be referred to the audit division's investigations unit or placed in a special "high risk" carrying unit, where it can be carefully monitored.

Caseload Size

Because of the "uncovered caseload" problem and the specialized caseload situation discussed below, it is difficult to make any precise statement about the average number of cases per worker. The responses to our employee questionnaire indicated that caseloads range from around 100 to over 200, with the bulk of the employees reporting caseloads between 100 and 175. (Some of these may have included "uncovered" cases, but

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most said their uncovered cases were in addition to the reported figure.) The administration's "targeted" caseloads for these workers were much lower, with only one larger than 125. (We do not know how the administration intends to meet these targets.)

Specialized Caseloads

The lowest caseloads are those in the specialized units, which include the "high-risk" unit mentioned earlier and caseloads which reflect San Francisco's ethnic diversity and are better served by a constant group of eligibility workers - one example of a specialized caseload is gypsies.

Bilingual workers also have special caseloads, although size does not seem to be particularly a factor.

While specialized caseloads are obviously justifiable, the fact that their workers have less cases than the average means that the regular unit workers will have more than the average number of cases, since budget constraints will not permit hiring more workers to take up the burden. We mention this as only one more example of the difficulty of operating under these constraints.

Refugee Re-Settlement Program:

(A general discussion of the refugee situation and the special problems it presents for DSS may be found in the analysis section, also under the heading "Refugee Resettlement Program")

Because of the similarity of benefits and eligibility standards, the Refugee Re-Settlement Program is managed by the same division as AFDC. The same distinctions between intake and carrying units apply, and the program is also staffed with eligibility workers. However, the Refugee Re-Settlement Program has no senior eligibility workers, which prompted a number of complaints by workers who responded to our questionnaire, since the duties in the two programs are quite similar.

Employee Comments

The chief areas of concern identified by AFDC/RRP workers were:

- Heavy caseloads of clients who are in great need and have many problems, when the workers often don't have enough time or resources to respond to these needs.

- Due to high caseloads and understaffing, priority is given to clients who "scream the loudest or make a scene," while clients who do not cause trouble may be neglected.

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- Occasionally, there is even violence directed against workers by clients who are either unbalanced or completely alienated (or both).

- The work space is too small for the number of workers and clients. This increases the tension in an atmosphere that is very tense already.

- Understaffing and burdensome paperwork cause client concerns to be put off. Thus, the clients call and call, get no response, and think they're being given the runaround, which makes the workers' job even more difficult.

- Eligibility workers report that there is inadequate response to referrals to service program units. The client then calls back the eligibility worker, who is not trained to help in this area. (We believe that this is due to understaffing in the information and referral units of the service programs, rather than indifference, but the results from the client's point of view are the same.)

- Not enough bilingual workers in either program.

- Much time is consumed in translating forms for RRP clients. (Some forms are translated into some languages, and all forms are translated into any language spoken by more than 5% of the city population, according to the department's response to last year's Grand Jury Report, but a good deal of translation, it appears, is still left for the workers to do.)

GENERAL ASSISTANCE

This is the only DSS program funded solely by City and County money. It exists to help those in need who are not eligible for any other types of aid. Because of the direct costs to the City, this program often receives political attention and pressure to reduce the caseload. From a high of about 9,000 ten years ago, approximately 5200 people are receiving GA as of May, 1981. The department estimates that 2000 of these 5200 people are "able-bodied".

The GA grant is presently \$234 a month (\$16.00 of this is a

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fast pass). Until a lawsuit in the mid 1970's forced the department to raise the grant, men were granted \$83 per month and women, \$88. On the following page is a table providing a profile of the General Assistance client in San Francisco.

As may be seen from these statistics, the GA population has many problems, most if not all aggravated by marginal financial situations. The GA waiting room is very crowded and has a tense and often troubled atmosphere. Clients are needy and often angry.

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TABLE IV: GA Client Profile

Here are some statistics drawn from a DSS survey of November 1980, to indicate who presently receives General Assistance in San Francisco.

Age:	32% are 25 to 34 (There has been a notable increase in the 50-64 category)
Sex:	68% male, although more females in the age group over 50.
Race:	42% white; 39% black; 14% Hispanic; 2% Asian. Sum: 97%
Marital Status:	70% single.
Children:	77% have no children 16% have minor children
Housing:	61% live alone 39% live alone in a hotel/motel
Health:	24% recently hospitalized 28% present mental disabilities 53% have temporary or permanent physical disability 32% waiting for SSI decision
Education/Skills:	42% some high school 30% completed high school 4% 2-year college degree or certificate 2% 4-year college degrees 55% no marketable skills
Other:	14% veterans 17% recently incarcerated

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Employee Comments

Employees who responded to our questionnaire regarding General Assistance persistently mentioned understaffing and high caseloads as major problems (figures given ranged from 90 to 230).

--"Caseloads increasing at alarming rate for many workers, so that a minimum of 10-20 clients are seen daily (in AM). Rest of the day is spent just trying to do paperwork..."

__"Clients' needs exceed resources of GA --(we provide)... bare minimum with emphasis on eligibility for aid and little focus on orientation/education/etc."

--"At present time no clerk wishes to work the GA front desk, or GA period! We are short 3 clerks. (But) No work at the front desk is left undone. Since it must get out, it gets out."

--"For the past 2-3 years the Administration has consistently failed to fill vacant positions as staff members resign or are transferred. At present there is at least one uncovered caseload in each unit. Unit supervisors normally handle these caseloads. This presents an even greater problem when workers are on vacation or sick leave."

Main Area of Concern

The GA caseload can be expected to rise, as people apply who have been cut off by other programs. For example, if AFDC eligibility is tightened, many single mothers will apply for GA. 1600 CETA workers have been eliminated in San Francisco already; many of these laid-off workers will have to apply for GA. Large numbers of refugees are no longer federally funded, and DSS officials estimate that 13% of this population will be eligible for GA. Unemployment and various programs funded by the Social Security Act are being cut, which will increase the demand on GA.

The main preparation for this increased demand is the controversial "workfare" plan adopted in Spring 1981. This plan, when instituted in Sacramento, resulted in one-half the caseload being dropped from the rolls in the first month. In essence, "workfare" requires all GA recipients assessed as 'able-bodied' (approximately 2000 at present) to attend a mandatory 3-day screening and testing session, then be placed in city jobs for enough hours (at the minimum wage) to make up their grant. This program has been strenuously opposed by city unions, who fear layoffs of city workers who would then be replaced by rotating welfare recipients being forced to work in their places.

DSS plans that workfare will not replace city employees and union jobs at Civil Service scale, but we recommend the strictest vigilance over this program by city officials and the public for just that possibility.

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MEDI-CAL

Program and Clients

Medi-Cal is California's program to assist the "medically indigent" - those whose income is so low that they cannot afford basic medical care. AFDC recipients are automatically included in this group, and certifying eligibility for them is handled by the AFDC program. Eligibility of people who apply for Medi-Cal but are not receiving AFDC is certified by intake and carrying units in DSS's Medi-Cal Division. This client group includes those who are eligible for but have not accepted cash grants from AFDC or GA, as well as those who are ineligible for these programs. It also includes people who receive food stamps. In February 1981 there were about 22,000 cases on Medi-Cal, including 1700 people in long-term care in convalescent hospitals. The Medi-Cal program is funded by 50% state and 50% Federal funds. No county money is involved in Medi-Cal, except, of course, when administrative costs exceed state cost containment guidelines. Although GA recipients are also eligible for Medi-Cal, they need not apply unless they have medical problems, so their eligibility, if they apply, is also certified by the Medi-Cal Division.

Funding and Claim Processing

Funds for the program come from Sacramento, and the state is responsible for certifying claims for services by doctors, clinics, hospitals, and other providers of care. The state is also responsible for investigating possible cases of fraudulent claims by providers of care. (Frank Edlund, who manages DSS's Medi-Cal program, told us that he is very happy not to be involved in that aspect of the operation, since cases of fraud by providers often involve very large sums.)

The eligibility workers in Medi-Cal perform the same types of duties as eligibility workers in DSS's other income maintenance programs, with the same division into "intake" and "carrying" units that we noted in the AFDC program. There is one intake unit out-stationed at San Francisco General Hospital, to certify eligibility for patients referred by the hospital.

The clients are of particular importance to the city's fiscal situation, since any services to indigent patients not charged to the State Medi-Cal program must come out of the City Department of Health Budget.

Caseloads range from about 235 to 400 per worker. As is true everywhere at DSS, high caseloads contribute to error rates, and consequent cuts in administrative funds by the State. High caseloads are also, naturally, a factor in employee morale and turnover.

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Employee Comments

The agency-wide problems of understaffing, high caseload size, and large amount of paperwork showed up here as well.

--"The time required to discuss the various services available to clients is often not available because of the work load and lack of available personnel."

--On the other hand: Staffing is "better than any other program that I have worked. The worst was AFDC, which was impossible."

--"This program has had a Senior Supervisor vacancy since November, 1980, leaving six units with no Senior Supervisor. We are highly aware that other areas of the agency are administratively overstaffed, while this program suffers a genuine need, and pays a pro-rated share of the other programs' administrative salaries."

--An employee in the General Hospital outstation says, "18 eligibility workers are being asked to do the work of the previous staff of 27 and management is still demanding more output."

--About half the workers responding rated service to clients as good to excellent, a fourth said they were adequate, and another fourth rated them as poor.

--High turnover and related problems with training were cited by many workers. (This seems at least partly to be due to the presence of Senior Eligibility Worker positions in AFDC. Workers who are able to move up will naturally do so, and moving up means leaving the Medi-Cal program.)

--A number of workers expressed concern over possible exposure to contagious diseases. In particular, the unit at General Hospital said that about half of their number had recently gotten positive results back from TB skin tests, and were understandably anxious about it.

FOOD STAMPS

As we noted earlier, food stamps are provided as part of the grant to AFDC and GA recipients. Eligibility certifications for these clients' food stamps are handled by AFDC and GA workers. Eligibility certifications for people who are not on cash-grant programs, but whose incomes are low enough to qualify for food stamps, are handled by the Non-Assistance Food Stamp division of DSS. The program is staffed with eligibility workers, with the same basic division into intake and carrying that applies in the other income-maintenance programs.

The way the certification process operates is pretty much

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the same, with required documents checked at the time of application and periodically thereafter. There is one exception: since the program provides food, the essential necessity, applicants with immediate needs can be granted an emergency supply of food stamps for the first month, and provide the necessary documents for certification retroactively. (After this initial period, recertification proceeds as usual.)

The program is funded by the Department of Agriculture. (The reason: food stamps replaced the old surplus commodity distribution and so it is considered an agricultural price support program as well as a human service.) The USDA regulates proof-of-eligibility, but quality control checks are handled by the California Department of Social Services, as is the case elsewhere at DSS.

After clients are certified as eligible, they are mailed vouchers which they exchange for the actual food stamps at food stamp centers located in various parts of the city.

Employee Comments

We saw the complaints about agency-wide problems like understaffing and overcrowding and expectations of cutbacks that we had become all too familiar with in the other programs, but we did not find the air of desperation that seemed prevalent in some other programs.

--Some workers noted concern with security: Clients have gotten hostile and people have been hurt."

--Two workers remarked that the building (1360 Mission St.) is not earthquake-proof, and a number complained that it is cold. (It is an old brick building without adequate insulation.)

SERVICE PROGRAMS

ADULT SERVICES

This division administers all service programs for people 18 years old and older, particularly the aged, blind, and disabled. These programs currently provide services ranging from homemakers for the elderly to daycare centers and boarding homes and institutions for the developmentally disabled. In a worst-case budget, all of these services will be cut drastically, with the worst cuts coming in the programs without income-eligibility requirements.

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A Note on SSI/SSP

The federal Supplemental Security Income program, and California's State Supplemental Program are income maintenance programs for the aged, blind, and disabled administered by the Social Security Administration. DSS is not involved in providing grants in these programs, but it does have responsibility, under state and federal law, for providing social services to recipients of SSI/SSP, as well as other adults who qualify and have needs.

Service Programs

In-home Support Services provide help with housekeeping, laundry, personal hygiene and other such services on a regular basis for aged, blind and disabled people who are unable to do these things for themselves. The current caseload is approximately 5500, which makes it the largest of the Adult Services programs. The head of Adult Services, June Keller, says that it is "a tremendously expensive program, but the most cost-effective when compared to institutionalization." IHSS has grown at a rate of about 10% a year, which is because the population as a whole is growing older. Its importance to the social picture as a whole is by no means limited to the actual service provided, since an estimated 30-40% of the homemakers are themselves former welfare recipients. The homemakers are in some instances provided by a contractor, San Francisco Home Health Service, but the majority of them contract directly with the department.

Ms. Keller expects that under anticipated budget constraints, there will be at best a very limited budget for this program. This will mean cutbacks in hours worked and in future raises for the homemakers, and decreased services for the elderly. It will also obviously mean that the best workers in the homemaker force will elect to move on to better jobs, leaving an increasingly less efficient staff to provide those services that will still be funded. Some workers, in fact, may return to the welfare rolls rather than work for less money than the job seems to be worth. This last effect would of course be completely counter-productive.

Protective Services for the elderly are currently provided without regard to income. This program is designed to help elderly persons who are subjected to abuse by relatives or neighbors who physically or through coercion harm or take money from them. When the department receives a report of such a situation, a social worker is sent to provide crisis intervention, counseling, and, if necessary, placement in a boarding home or institution. Although it is clear that such a situation can threaten someone with an income above the poverty level, Ms. Keller expects that an eligibility standard will have to be applied to this program, if, indeed, it will be possible to continue it at all.

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The department currently provides a caseload of about 400 with Substitute Payee Services. This is designed to assist people who receive some kind of government check (social security, SSI/SSP) and who, for whatever reason, are unable to manage their money. The core of the service involves the checks being sent to DSS, which prepares a weekly check for the payee. Counseling and other services may also be provided, for instance review by a social worker to see if the client needs placement in a board and care home.

The problems faced by many of the Substitute Payee clients are not restricted to money management. Some of them are alcoholics or have drug abuse problems, and many others are mentally disturbed. Many workers responding to our questionnaire reported that this is a difficult caseload to handle. Several suggested that it would be more properly handled by the Social Security Administration. It seems that this would be a reasonable step.

Program officials anticipate that all services beyond the basic check-handling will be eliminated in the near future. Still, in the absence of Social Services the elderly and disabled who have had someone checking on them, monitoring how they are getting along and managing their lives, will be more on their own to make out as well as they can. Even now, the head of Adult Services told us, "workers have noticed an increased number of clients...who need substitute payee services. Proposition 13 cutbacks in community agencies (outside DSS) which were formerly able to offer some kind of interim assistance...have created special kinds of problems in this area. It is also very difficult to help the transient individual with limited community resources."

The department now oversees licensing of board and care homes. As this activity will be taken over by the State DSS after July 1981, we see no reason to discuss it in detail. However, we do note that placement of indigent elderly or disabled persons in these homes or in institutions may have to be discontinued due to budget constraints. We do not know what this will mean in terms of where indigent elderly and disabled who cannot care for themselves are supposed to go.

Developmentally disabled, or mentally retarded, adults and their families receive IHSS, counseling, and referrals to other agencies, including community volunteer organizations.

Aid to the Potentially Self-Supporting Blind

Another noteworthy though small program (about 20 clients) will probably be discontinued. This is the program which sets up potentially self-supporting blind people as concessionaires in government buildings, running snack bars, news stands, etc., and provides some income until such time as the business becomes self-supporting. There is some hope that this program will be

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picked up by the Social Security Administration.

Employee Comments

---Staffing is seen as the principal problem. This program, which is budgeted for 59 social worker positions, has reportedly had 7 to 10 uncovered caseloads for the last two years.

---A need for more clerks was also expressed.

---Workers report that the main effect of inadequate staffing has been less attention to social services to clients, such as additional visits to their homes, referrals to other agencies for assistance, and so on.

---"The clerical work (i.e. forms) receives top priority. It seems the last priority is doing actual social work - spending more time with the clients and helping them with problems."

FAMILY AND CHILDREN'S SERVICES

Most people don't think of "welfare" in connection with abused and sexually molested children, but this division's function very often involves these and similar problems. Indeed, we were surprised at the depth of services provided by DSS to dependent, neglected, and abandoned children, and to children who must be removed from the home (temporarily or permanently) in order to assure the child's safety or well-being.

We feel that city officials and the public should be aware of these very important human services, and we are most concerned about what the budget crisis may do to them. As one example of what may come, the Protective Services program, which intervenes into homes where child abuse, neglect, or molestation have been reported, may be subjected to an income-level eligibility requirement. Not only will families just above the eligibility level not be able to afford private placement services, but some whose income would allow them to find private services will not seek it. The victims, obviously, will be the children, and no amount of political rhetoric will save them. In the overall picture of social spending cuts, an even more alarming likelihood involves families no longer receiving other aid (such as AFDC) because of stricter eligibility rules, who will develop problems in this area. Trying to survive on an inadequate income is extremely stressful, and in some families increased stress vents itself on the children. Again, the victims are not responsible, and no one can assess just what the results of early mistreatment will be.

This division is also responsible for licensing and oversight of foster care homes, and for foster care placements. Because of the expense of foster care, and because it is not usually thought to be in the child's best interest, the

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department has been trying to minimize foster home placements. The emphasis has been on keeping families together when at all possible (and in some cases this is possible only with a great deal of counseling and intervention) and on increased adoptions in other cases. This project has shown considerable success, and the caseload at the time of this writing is 1054 children, "going down all the time," due to the maturing of children now 16 and over who are emancipated and leave foster care at age 18.

The division has also made progress in reducing the amount of time between a child's first contact with the department and the final permanent disposition of the case, whether through reunification of the family, placement or adoption.

Employee Comments

-- As elsewhere in the department, there were reports of staffing problems, not enough workspace, and so on, as well as complaints about the 170 Otis St. building.

-- Several workers commented that they thought emergency service to children received more attention than long-term follow-up. Many reported that home visits and other social work get put off because of the volume of paperwork.

-- On the other hand: "What gets done last most of the time - paperwork - does not have too much effect on the client...but could very adversely affect federal and state funding."

-- There were also some remarks on the efficiency of operational support. For instance: "The dictating system is very frustrating.... It sometimes takes a week for a court report to be returned. Regular dictation can take months."

-- An example of a staffing problem: "Protective Services continues to shrink. More and more protective services workers are doing special projects and not being replaced.... The special projects may be good, but we still need protective services as well."

ADMINISTRATIVE PROGRAMS: Administrative Support, Fiscal, and Audit.

The Administrative Support Division is responsible for providing support to the other divisions of DSS in four program areas: Office of Support Services, Office of Personnel and Payroll, Office of Staff Development and Training, and Office of Program Evaluation and Support.

Support Services is the "nuts and bolts" area. It maintains the department's fleet of city cars, stocks and provides office supplies and handles incoming and outgoing mail. Its responsibilities include a Word Processing Center, a telephone

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dictation system, and photocopying and offset printing operations. Responsibility for overseeing the Department's contract janitorial and security guard services also comes under this heading.

Personnel and Payroll has three areas of responsibility: Operating Personnel, which has the task of filling vacancies as they occur with eligible workers, and provides employee counseling; Decentralized Testing, which is essentially an outstation of the Civil Service Commission's personnel agency, and is responsible for giving civil service exams for those classifications mainly or only found at DSS; and Payroll, which monitors attendance and prepares time rolls.

Staff Development and Training is responsible for a number of training programs, including training of eligibility workers for all income maintenance programs. This office also provides training in American English Diction, simulated civil service oral exams (for those preparing for actual civil service tests), and Employee Orientations for all new members of the Department.

Program Evaluation and Support is responsible for three activities. One, the handbook activity, keeps all the operating manuals, or handbooks, for the department's programs up to date, with new regulations being posted within ten working days of receipt.

The Systems Management Activity is in charge of analyzing the department's data processing requirements, and provides liaison between case workers and the data processing operation. It is also in charge of the department's central file indexing and closed files.

Program Evaluation provides statistical services, operations analysis (including suggestions for improvement), and also provides quality control for the AFDC program.

The Fiscal division is responsible for the department's accounting paper and for budget preparation, for preparing of claims for federal and state assistance and administrative costs, and for preparing aid warrants and payments to providers of In-Home Support (Housekeeping) Services, as well as payments to providers of services to GA clients.

The Audit division has responsibilities in two areas. The Office of Contract Compliance oversees all the various contracts with vendors to DSS and providers of services (everything from Annual Report (for fiscal year 1979-80) there are more than 50 such contracts to monitor.

The Office of Special Investigations is responsible for investigating allegations of fraud and overpayments to clients, and for referring cases that merit prosecution to the District Attorney's office.

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A Note on Welfare Fraud

A great deal of press coverage was given earlier this year to an allegedly massive amount of welfare fraud in San Francisco. Our investigation has led us to conclude that the amount of fraud has been considerably overblown by the local press.

Welfare fraud certainly exists. But San Francisco DSS has an intake system to screen out fraud possibilities which has been nationally praised and copied. A State of California audit, which was ordered in the wake of this year's publicity, recommended improvements in monitoring of continuing cases, which are being instituted. For more information, readers are directed to this audit report by State DSS.

The Office of Special Investigations is also responsible for representing the department at appeals hearings involving welfare applicants or recipients.

VI. ANALYSIS: MAJOR AREAS OF CONCERN

CIVIL SERVICE-RELATED PROBLEMS AND PERSONNEL POLICIES

Problems at DSS which prompted a deeper research into the Civil Service system were:

1. Understaffing in many programs and very slow replacement for vacant positions;
2. Complaints of a backlog of examinations, particularly in eligibility and clerical positions, so that many employees are temporary, and feel trapped in dead-end jobs. The backlog of exams has meant grievances and lawsuits, and morale suffers.
3. Many complaints of "cronyism," i.e., management filling positions by favoritism in violation of Civil Service regulations. At least half the questionnaires returned to the Civil Grand Jury mentioned some or many aspects of the situation we are describing, with varying levels of irritation. In addition 31 nominations for "Crony of the Year Award" were sent to us, which we forwarded to Mr. Sarsfield for explanation and comment.

In Mr. Sarsfield's reply, we found that the 31 "cronies," most of them middle- or upper-level administrators, were all serving within allowable Civil Service regulations - which meant that many of them were permanent employees serving in temporary positions because no list exists, or a test has not been given, or a position had been created and the administration was awaiting classification and a test being arranged.

Employees point out that when a test is finally given, ordinarily the person who has been holding the position has the

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best chance at it; or if a new job description is written, the usual way to write it is to describe what the present employee does.

We found that these problems are not particular to DSS, but are city-wide, and are symptomatic of an erosion of the city's merit employment system. We went to the Civil Service office to discover why the system is so slow and inefficient, and found that:

1. Slow replacement is endemic; it takes four to six weeks at best to fill an employment requisition through normal bureaucratic channels;

2. Backlog of examinations is endemic; Civil Service has 500 examinations to administer to catch up, and unless something extraordinary happens, will be able to give only half of those exams this year. As currently organized, they will never catch up to the backlog; and

3. City-wide, many people are working temporary because exams are not given for permanent jobs; 7,000 of the city workforce of 30,000 are temporary. These are not Kelly Girls called in for an emergency, but regular city employees, some of whom have worked long enough to retire.

Erosion of Civil Service: Return to Patronage?

This is a complex situation. We attempt here to outline the major factors leading to what appears to be the effective disregard for San Francisco's merit system. It appears to be grinding ever more slowly to a halt and falling further and further behind in its stated goals. As this happens, the door is opened to a variety of problems, including the perceived return to a de facto patronage system.

How Civil Service is Supposed to Work:

The Merit System, which has been mandated by the City Charter since 1932, was fought for to put an end to favoritism and Tammany-Hall-type patronage in city employment. It established protections for employees against arbitrary actions and reprisals and attempted to establish objective standards of competence and work performance. The process of hiring is supposed to be that:

1. Examinations are given, written and oral;

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2. A ranked eligibility list is established; and

3. People are hired from the lists. As the lists expire, or all eligibles are run through, examinations are given again.
Reasons for the Decline of Our Civil Service System:

a. Cutbacks in the Civil Service Commission's staff and budget since Proposition 13: 1978 - cut 17%; 1979 - cut 10%; 1980 - cut 10%. This adds up, in real money, to approximately a 24% cut in inflated dollars (not allowing for inflation at all). In addition, 40-50 CETA positions have been eliminated from the Civil Service office; the last of these received layoff notices this June. Many programs have been added which require Civil Service staff time, but additional personnel have not been added, so the examination side of their work has been given lower priority.

b. Examinations Backlog - This office appears to be running to stay behind. The current backlog of 500 examinations will not be caught up this year; with its present staff and budget, Civil Service can administer about 200-250 examinations, even with supplemental appropriations which have already been granted by the Mayor. A \$225,000 special appropriation will only yield about 70 exams opening up, since the process of preparation, particularly for higher-echelon jobs, is laborious and time-consuming. There is a job analysis, making up a fair examination, and preparing to defend the legality of the examination process. Civil Service management estimates it would cost \$1.5 million to catch up to the backlogged examinations, and that structural changes are necessary to prevent a recurrence of backlog.

Which exams take priority is determined by city policies and which departments have more clout. First priority is given to public health and safety and life-threatening emergencies. This means that police and fire, MUNI and some public health positions are always current - examinations for nurses are given every week. Next priority seems to be established by arm-twisting from the Mayor's office and department heads. DSS is by and large not seen as a priority when facing such a backlog, and appears to be about halfway down the list; other departments, like Park and Recreation, have many more examinations which have not been given and dating back much further. Decentralized testing units in the departments, like the one at Social Services, have eased the crunch somewhat, but they generally administer only tests specific to their own department, not general classifications

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like clerical positions, so the relief is limited.

Charter Restrictions: The City Charter limits the life of an eligibility list to a minimum of 2 years and a maximum of 4 years, after which another exam must be given. But the Charter does not mandate when an exam must be given, and there are various measures departments can take while waiting for exams to be given (see below).

Lengthy appeal process: The Charter specifies that most appeals must be heard by the Commission, which meets every two weeks, and if every step of an examination is challenged, it is possible that an exam could be held up more than six months.

Further Examination of a Bureaucratic Logjam:

Unraveling how this works has been a complicated process. The first thing to consider is that San Francisco uses line item budgeting, an old-fashioned system in which each department head submits a budget specifying exactly where all money will be spent. Specific numbers of permanent positions are budgeted for each program and for the department overall. So far, so good. (Note to our readers: Please stay with us.) As we have begun to understand in this research, the budget which is approved for each department, and the number of budgeted positions for each may have little or no relation to what actually goes on in hiring and staffing, for the following reasons:

1. "Forced salary savings" - This is a city austerity measure which means that 10% of the funds allocated for positions must be held in reserve and not spent. This means that the budget for salaries is 10% lower for starters. Civil Service, for example, which has 97 funded positions, can actually pay about 20 people for the whole year.

2. The normal process of filling an employment requisition is cumbersome at best. The head of DSS's personnel office says that six weeks is "best case" minimum for being able to replace a budgeted position if an employee quits or is fired.

The requisition process in brief:

- Request to fill a vacancy goes through the Mayor's budget office for review to see if the position is really needed;
- Through the Controller's budget office to be sure there is money to cover it;
- Through Civil Service, which cannot act until the first two offices have approved it;
- Departments with commissions, like DSS, also

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go through a set of steps of ordinances and salary appropriations, passing through the Mayor's office, whole Board of Supervisors, the Finance Committee and back to the Mayor's office;

- Then a requisition is made out and Civil Service can start to fill it, after the highest offices and officials of the city government have deliberated on whether or not the department can hire a clerk typist.

- (Note that by this time, the best applicants have usually gotten other employment.)

Also, there is no law to make any department head go through this whole process and submit a requisition to fill a vacancy. If he/she decides to let vacant positions slide, have the slack taken up by other employees and use the money for something else, there is very little anyone can say about it.

3. Affirmative Action and the Office of Revenue Sharing: In 1972, the 1964 Civil Rights Act began to be applied to local governments. San Francisco was found to be out of compliance with affirmative action, since the city's workforce did not adequately represent our ethnic composition. There were numerous lawsuits and the city entered into a consent decree to begin to correct the unbalanced composition of the workforce. This program is oversighted by the federal Office of Revenue Sharing, which holds the purse strings to federal funds. If ORS were to cut San Francisco off for discriminatory employment practices, a "domino effect" would cut off funds from other agencies, such as HUD, Department of Commerce and LLEA.

Some effects of the ORS agreement and consent decrees

- San Francisco has come under much more massive regulation because of the consent decree. In addition, many tests have had to be rewritten, jobs re-analyzed and classified, recruiting practices revamped. One Civil Service official said, "This is a lot more fair now, but it's also a lot more work."

- Some examinations have been held up while the rewriting process goes on, and some lists were challenged because of the discriminatory methods used in compiling them.

- A long range program to bring the city into compliance has meant that certain job classifications judged to be particularly

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unrepresentative are targeted for first priority, which means that other classifications have been put on the back burner by Civil Service.

4. Temporary Salary Funds: A Loophole in the Logjam: As explained above, in line-item budgeting, department heads must account for every dollar ahead of time. But significant amounts of money are routinely budgeted for temporary salary expenditures and department heads have much more leeway in how they spend this money.

In addition, although under the merit system, employees are supposed to take examinations and be hired into permanent jobs, the backlog of examinations exists, as described above. Temporary employees may be placed relatively easily in positions in the absence of a current list or an examination being given, which is exactly what happens. The number of temporary appointments has risen dramatically in recent years as this loophole has been enlarged, and more and more city hiring is done through temporary appointments.

With the above factors at least described, let's get back to the growing army of temporary city employees in a backlogged merit system.

Mr. John Walsh, head of Civil Service, gave us estimates of these figures. The city's budget process is organized so that real figures and situations are obscured, and even experts on the process make guesses as to actual numbers involved.

Of the 7,000 temporary employees:

- An estimated 3,000 are drawing salaries from permanent money, either on a list and waiting for permanent appointment, or appointed as temporary because no list exists.

- The other 4,000 positions literally do not exist as permanent jobs; they are funded year after year and paid from the temporary salary allocation side of each department's budget - which is why we came to call the temporary salary funding the "funny money."

- Mr. Walsh estimates that 1,800 of these 7,000 temporary workers are actually already permanent city employees in lower positions, who draw salary and benefits at a lower level (that of their permanent job), who are being paid from temporary funds. (The DSS personnel office estimates that at least 75-100 DSS employees fall into this category.)

- Salary savings: By keeping these employees on as temporaries, the city saves a great deal of money, since 29% of salaries are benefits. It means the employees are denied salary increments, social security, retirement, and (up to 1990) health benefits. This has been a long-standing city policy, for more

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than 20 years, and has been strongly criticized by employees and the city unions, since many of those affected are lower-paid employees in the first place.

5. Neglect of lower-level examinations: We have explained about the series of factors that have led to Civil Service staff placing priority only on those examinations which are absolutely necessary for public safety and for the maintenance of federal funding. We have also shown that the Civil Service Commission, which is supposed to administer the entire merit system, is being de-funded and having its staff cut.

In addition, a tremendous amount of time and money is taken up with hiring upper-echelon city employees and/or more specialized positions. Of the 1,500 Civil Service-covered classifications, 50% of them are positions with 1-3 employees, many exempt management positions. These jobs are specialized, because they are particular to city employment, and there is an elaborate system of job analysis and contracting for personnel services in connection with these jobs. To draw up and administer a test for eight police captains, for instance, cost \$40,000 (\$8,000 to outside contractors, \$32,000 in-house costs).

Logically, what's being neglected as a result are the lower-paid occupations, although they are easier to draw up exams and to test for. At DSS, this shows up particularly in clerical positions, eligibility and social worker slots. We believe it is clear how such a situation could arise, from department management working through logjams and loopholes in a merit system which is coming to a relative standstill.

Employee Resentment

--A social worker says: "I came to DSS in 1968. I have never been given the opportunity to move up since the (exam for next higher position) has not been given in all that time."

--Another employee says: "26 of us were moved back to our permanent positions when Alioto was Mayor to save the city money. Apparently the test will never be given again, although the position we were moved back from is the stepping stone to supervisor. Thus, the career incentive is cut off. I continue to do the same job for less pay."

Conclusions:

In summary: Various factors have contributed to the increasing inefficiency of San Francisco's Civil Service system, to a rise in temporary appointments, and to a widespread dissatisfaction among employees at DSS. These factors include:

- 1) De-funding and staff cutbacks of the Civil Service office; so that 500 examinations are now backlogged with no apparent hope of catching up.

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- 2) City fiscal policies which have led to a proliferation of temporary appointments, with consequent denial of benefits and security to employees, openings for favoritism or the appearance of favoritism, and deliberate delay of some examinations.
- 3) City austerity measures such as "forced salary savings," which keep departments from filling all their budgeted positions, which later becomes a justification for deleting the positions.
- 4) What seems to us an excessively bureaucratic and over-centralized budget and employee requisition process, whose normal operation is very slow, (although if it has to happen, a requisition can be approved in one day).
- 5) Charter restrictions on life of lists, appeals procedures, etc., which slow down operations yet do not mandate that examinations must be given.
- 6) Increased staff time and priorities to comply with affirmative action and ORS agreements.
- 7) Loopholes, such as temporary salary funds or not filling vacant positions, used by management for its own priorities.

Finding where the buck should stop is always a problem in any large bureaucracy. There are many frustrations and obstructions in the system, as this report amply shows. But there also seem to be deliberate motives and policies underlying much of this logjam. For instance:

- In a time of shrinking resources, the City is saving 29% on benefits by keeping about 4000 people temporary, or by paying permanent employees at a lower rate.
- Management has leeway to operate by not filling vacant positions, or not pushing for certain examinations to be given. At DSS, certain straightforward short-term measures would clear up backlogged exams, if more personnel were assigned to the decentralized testing unit and it were made a priority. For reasons of its own, the department holds off on this.
- A proliferation of so-called "single-employee" positions, typically employing 1-3 people, until half the positions covered by Civil Service are of this type. These positions are usually created by department heads for specific individuals, who then may work for years without an exam, having the status of their position if not all the benefits. (Several of this type of appointment were on the "crony list" sent to our committee.) These positions take time and money to test for, and should be streamlined so that Civil Service is not so choked with them, to the detriment of larger (and usually lower level) classifications in the exam process.

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The personnel policies, budget restrictions, and administrative loopholes outlined above have led to tremendous resentment and demoralization among many City employees. While charges of "cronyism" have been hotly denied by the General Manager, and, as we have shown, these appointments are technically within the rules, this is little comfort to employees who are trying to cover the caseloads of people who quit and were never replaced, and in addition, who may be temporary employees waiting for years to take a test to be promoted or merely to be made permanent in their present job.

In our opinion, the above policies and practices, questionably "efficient" even in the short run, are destructive to the functioning of city agencies, are unfair to employees, contribute to poor morale and higher turnover, and are not desirable as methods for running the city. A competent, efficient Civil Service system is preferable, in our opinion, and should receive management priorities in being rebuilt.

REFUGEES

(Note: Sources: Unless otherwise noted all facts are taken from Refugees: the Challenge of the 80s; Report of the California State Social Services Advisory Board, Summer 1980; and San Francisco Refugee Informational Profile, January 1981, by J. Davis Mannino, Coordinator of Office of Refugee Affairs, San Francisco Department of Social Services. We found these documents very helpful and would encourage interested parties to read them both.)

Background:

After the US defeat in Southeast Asia, the Federal government established policies which have opened the doors to a flood of refugees into the United States. Since 1975 up to June 1st, more than 500,000 refugees, mostly Indochinese, have entered this country. An estimated 180 - 200,000 of these refugees now reside in California, with 4000-5000 new arrivals per month. Most either settled in California immediately to be with families or friends, or relocated here soon after (known as "secondary migration.")

Since hundreds of thousands of people are still in Southeast Asia awaiting resettlement to the US, if the current 1/3 - 1/2 ratio holds, California will absorb an additional 150,000 to 250,000 more people in the next few years.

The refugee population of San Francisco as of June 1, 1981 is estimated in excess of 25,000, with over 22,000 of these refugees Indochinese. This population grew at a rate of 500 per month throughout 1980, and is projected to reach 30,000 to 35,000 people by the end of 1981.

Administration of Refugee Programs

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There are three components to administration of the Federal programs to aid this tide of immigrants:

- 1) The federal government, which mandated and funds the programs, and administers them through various Federal agencies, such as Health and Human Services, State Dept., Depts. of Labor and Justice, Office of Refugee Resettlement.
- 2) States and counties, which administer these programs through the Department of Social Services.
- 3) Voluntary Resettlement Agencies (commonly known as "VOLAGS"), such as Church World Services, HIAS (Jewish Family and Children's Services, International Rescue Committee). The VOLAGS have been instrumental in giving aid and helping to coordinate resettlement efforts.

There appears to be a serious problem of lack of coordination and long-range planning at the Federal level to prepare for adequate control of such a massive resettlement of people, and the economic and social impact of these sweeping changes. Indeed, states and cities most affected by the influx of refugees appear not to have been consulted. There is no coordinated national plan for resettlement and (according to DSS General Manager Edwin Sarsfield), "On the Federal level, refugees are perceived as a California problem."

This flood of immigration has already had striking effects on the states and municipalities bearing the social and economic effects of large numbers of refugees:

-Additional demands on community services: Refugees newly arrived in the US have many needs and problems. Most need to learn English and some salable job skills, which means they need English classes, job training and placement. Interpreters are needed in public agencies, particularly health institutions. Until language and job skills are gained, refugees must compete for unskilled jobs that do not require English competency in a glutted market. Refugees with limited resources need housing they can afford. All these needs place a heavy demand on many community resources.

- Massive demand on social services: 56% of all Indochinese refugees in California are on aid. The Federal government has provided inadequate funding to affected states and localities to meet these needs and has not yet reimbursed state and local agencies for many expenses incurred in fulfilling the Federal mandates. There have been and will be extra demand on special education programs, mental health, child care and day care programs, senior citizens services, and emergency medical care, to name a few.

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Cutoff of Federal Funding to Refugee Programs

From 1975 to April 1981, federal funds covered refugee assistance 100% (in areas of service covered by the Refugee Program). After passage of the 1980 Refugee Act, a three year cutoff of these federal funds went into effect in April 1981. Refugees become "time-expired" and ineligible for Federal funding. However, the need goes on.

As each new wave of refugees becomes "time-expired", they may or may not have reached self-sufficiency. Many of the first waves of Indochinese were educated urbanities who could adapt relatively easily to American life. More recent immigrants come from much less sophisticated environments; some, for instance have been hill tribesmen, and are highly unlikely to become self-sufficient and self supporting within three years. This is inevitably going to mean a dramatically increased demand on social services by many refugees, and the cost of meeting that demand will be an increased burden on the states and counties.

San Francisco DSS officials estimate that at present 83% of the city's "time-expired" refugees will be eligible for AFDC (which is federally funded). 11% will be eligible for General Assistance, which is funded entirely with county money. The direct cost to the City and County of San Francisco in April 1981, the first month that a group became time expired, was \$18,000, which is expected to grow geometrically as more and more people pass the three year mark. DSS estimates the state and county costs in unreimbursed expenditures on time-expired refugees to be \$27,785,700.

Inequities in Eligibility and Benefits

- Different standards, much more liberal, have been applied to refugees. A blanket eligibility rule has existed in some programs, and refugee status has been the federal eligibility criterion, rather than need and level of deprivation, which is the strict standard set for citizens and native poor people.

- These distinctions have led social service administrators to express serious concern that the refugees are getting preference over what the government calls the "citizen poor"-- the people the programs were originally designed to serve. Additional demand will by necessity reduce the level of services and opportunities that AFDC, CETA, WIN, ESL (English as a Second Language), and housing subsidies were designed to provide to minorities and other disadvantaged people.

LOCAL IMPACT

Housing - Of San Francisco's estimated 25,000 refugees, the largest numbers (about 60%) have settled into the Tenderloin, Chinatown and North of Market, where rents have traditionally

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been lower than in others part of the city. (Tenderloin landlords have risen to the occasion, however: according to DSS' "Refugee Profile," the main reason for moving into the Tenderloin is the availability of large numbers of studio apartments, and an "allowable" ratio in the area of 4-7 people per studio apartment. Rents on standard studios have risen from \$150-179 in 1979 to a range of \$220-260 in 1980.) This is no improvement in a city with an already critical housing shortage and a vancancy rate of 1-4%. This demographic shift and the rent hikes are changing the nature of entire neighborhoods in the city.

Medical Care - The refugees have particular health and medical needs which city resources must respond to. Later immigrants in particular often have serious health problems. For instance, approximately half of the city's registered new cases of tuberculosis are Indochinese refugees. With the closing of the Public Health Hospital, the City and County will take over all TB screening of new immigrants.

Education: At this point there are 5000 Indochinese children in San Francisco schools, increasing by 150 per month. The children almost always need bilingual instruction, which is not adequately available. They also need special attention to be integrated into American life and culture and to be educated. This task is increasingly difficult as class sizes are increasing, bilingual instruction and ESL are being cut back, and teachers have received layoff notices this year.

San Francisco DSS Refugee Program

Of the estimated 25,000+ refugees in San Francisco, 11,000 clients are on aid from programs administered by DSS. Over half of these recipients are children.

TABLE V: Ethnic Profile of Refugee Caseload

Vietnamese	52.5%
Ethnic Chinese	34.2%
Lao	5.8%
Cambodian	4.3%
Yao & Hmong	3.1%

	99.0%

(There are also around 300 Russians on Medi-Cal, and around 200 Cubans on General assistance.)

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The Refugee Resettlement Program now has about 70 employees to deal with the refugee caseload. Since San Francisco has such a high proportion of refugees, the department by necessity has had to expand its program very quickly. In April 1979 DSS had 440 refugee clients, and by June 1981, was serving 11,000 people. In 1980 the refugee caseload and the number of clients doubled, increasing by 8% each month over the past month. The department received an average of 127 new cases each month (representing an average of 500 clients), and discontinued about 100 cases monthly, representing 350-400 clients. Cases are discontinued as people move off aid or out of the area. The largest number of refugee cases are in cash assistance programs (IRAP, AFDC), but other programs deal with refugee needs as well. Family and Children's Services handles many concerns of refugee families with children.

DSS has had to recruit staff who speak Vietnamese, Cambodian, and the nine Chinese dialects spoken by refugees. The department is running to catch up and stay ahead of the growing numbers of people applying for services.

Projections for the Future

As reported above, the department anticipates that the actual number of refugees will increase for at least several years to come. Increased caseloads at DSS and costs to the county can also be anticipated, particularly with the three-year cutoff of federal funds. There is little or no available data of the length of stay on aid of the average refugees. It is safe to assume:

- 1) Length of stay on aid will be in direct proportion to the availability of vigorous support services (i.e., English classes, job training and placement, bilingual programs, etc. to encourage self-sufficiency. These programs are already being cut back or eliminated in the wake of Prop. 13, which will restrict rapid movement of refugees into being self-supporting.

- 2) In the climate of restricted public services (cutbacks projected or else already in effect) in subsistence programs such as AFDC and subsidized housing, there is an increasing likelihood of conflict between refugees and disadvantaged citizens placed in objective competition with each other for scarcer resources, when those resources are often the key to survival.

- 3) Increased costs directly to the city and county through the possibility of greatly increased demand on General Assistance, which is funded solely by local funds.

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CONCLUSIONS:

As may be seen by this necessarily brief outline, the influx of hundreds of thousands of mainly Indochinese refugees into California and the Bay Area is a complex situation. Some ramifications have not yet peaked or become completely clear, since the wave of immigration continues. Some aspects of the situation, on the other hand, are clear, and deserve attention from the public and those who shape policy in the city.

In summary:

1) The influx of 150,000 refugees to California (25,000 in San Francisco) has had a profound impact on social services and community resources at every level: in housing, education, medical services, etc.

2) The Federal Government, though it initiated the refugee program through foreign policy considerations and a desire to aid defeated allies, has not provided the financial backing to shoulder the costs of these policies to local and state governments in terms of:

- a. inadequate reimbursement for expenses already incurred;
- b. cutting off Federal subsidies when the vast number of refugees are still going to be in need of public services in three years' time;

3) Local governments have not been consulted in resettlement plans, although local governments bear much of the financial burden of meeting increased demands on education, housing, transportation, health care, and other public services.

4) An ad hoc and chaotic lack of overall coordination and long-range planning has characterized the national refugee resettlement leading to gaps and overlaps in services. An extreme burden has fallen on a few states, in particular California, in part due to a very short-sighted grasp of the social consequences by policy-makers.

5) The increased demands on social services in a time of diminished public funds for services means that the "citizen poor"-- the native poor, minorities, the people these programs were designed to aid will suffer restrictions on the level of public assistance and economic opportunities available to them. It is reasonable to assume that this is likely to cause tension and the possibility of conflicts.

6) San Francisco, for all the above reasons, can expect a greatly increased demand on public revenues and programs, in particular General Assistance, in the near future. The city budget is facing a shortfall which is conservatively estimated at \$78-\$125 million dollars.

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HEALTH AND SAFETY

A variety of concerns about health and safety exist among DSS employees. Generally, these are:

--at 170 Otis, the new 8-story administrative building, many problems and complaints about air quality since DSS moved in in 1978;

--in older buildings (140 Otis and 1360 and 1680 Mission) complaints about poor ventilation and bad air are numerous, but secondary to

--overcrowding, noise, lack of privacy, tangles of wires and cords on floors,

--questions of tension and stress for employees and clients and security problems aggravated by all the above.

170 Otis:

Almost everyone involved in the controversy over health and safety at 170 Otis agrees that something is wrong with the building. About 50% of employees complain of increased respiratory problems, trouble breathing, colds that don't go away. Various inspections and studies have been made, and some corrective actions taken, but none of the experts have come up with any conclusive breakthrough.

This issue is of real concern to many employees, as well as a source of frustration, due to a perceived lack of concern and slowness of motion by the administration. Administration officials likewise express frustration at instituting study after study, finding nothing conclusive, and continuing to hear complaints and grievances from employees. When we spoke with DSS management and some other city officials about those problems, there was a certain attitude conveyed of "we're doing everything we can and the cranks and complainers blow it out of proportion," which we think is inappropriate in the situation.

Older Buildings:

Like many city offices, 140 Otis Street and the two Mission Street buildings are older buildings, somewhat rundown, poorly ventilated and over-crowded. Waiting rooms usually are packed. The air is bad and clients often must stand or sit on the floor to fill out forms.

At General Assistance, many employees complained of a tangle of phone and electrical wires on the floor, which clients and workers trip over. Often offices are overcrowded so that noise

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and distraction levels are high. Over-crowding limits privacy for discussing clients' personal business. Some offices say that they lack adequate filing space and must pile papers on the floor around desks.

These factors all contribute to an atmosphere which is at times very tense. Staffing problems and bureaucratic delays frequently aggravate the problems with longer waits, unanswered calls, and shouting or physical violence taking place. A number of employees expressed concern about better security, and fear because of frequent exposure to contagious diseases.

Conclusions:

We think the working conditions outlined above can only make a difficult job harder for everyone. Also there is an inevitable negative effect on employee morale and the quality of work and service provided.

Recommendations:

170 Otis Street:

1. That DSS officials pursue the problem more vigorously, possibly asking for even more assistance from NIOSH or other environmental safety experts;
 2. Investigate the question of liability of the firm or firms responsible for design and construction of 170 Otis to bear financial responsibility for correcting whatever structural problems are causing health problems and complaints.
- Older buildings:

There are other ways to solve problems than throwing money at them (although this may not be the case with 170 Otis). Many businesses and agencies make decent work space out of older buildings. We would recommend: more attention be paid to organizing the space that exists to improve over-crowding, noise, lack of privacy and other problems; Provide adequate waiting room space and enough furniture; correction of obvious safety hazards such as wires and cords all over the floors.

MORALE

Last year's Grand Jury noted low morale among many DSS employees. Our committee found increased morale problems, as might be expected given the developments of the past year. Since the department is facing massive budget cuts, the prospective dismemberment of many programs with attendant layoffs of employees, and withdrawal of needed services and assistance to many in desperate need, we think anyone at all in touch with these realities can be expected to have serious morale problems. Management, faced with trying to administer the department as funds are being cut, knows that any decisions made will draw political fire

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from some quarter. Employees are faced with deteriorating working conditions and the increasing suspicion that few who leave will ever be replaced. Many workers, supposedly "over-qualified" see little or no hope for advancement in the present situation.

In questionnaires, letters, meetings and phone calls to the Grand Jury, many, many employees indicated their resentment at unfair treatment due to the backlog of Civil Service exams and the growth of temporary appointments. Morale is severely affected by this, and by the conclusion drawn by many employees that promotions result from favoritism or departmental politics. Whether or not such perceptions on the part of employees are correct, the effect on morale is the same.

The increasing prospect of a ceiling kept on to do the work of 2-3 people, or of having no job at all, is a source of worry and financial anxiety to many people, especially to lower-paid workers. Employees are also faced with an increased number of clients in increasingly tense and at times violent situations as people become more desperate. When less help is available, this means longer lines, more waiting, more run-around.

The human cost in terms of stress and strain on all employees and clients should be a matter of deep concern to city officials and to the public. Although gallows humor is often the style developed for preservation of sanity in such a difficult situation, we have been consistently struck by the intelligence, concern and compassion shown by the majority of DSS employees we have talked to or heard from over the year. Many employees wrote suggesting ways to make operations more efficient, to give better service and to save the city money. We wish to recognize the contribution made to San Francisco by all these city employees.

THE NEED FOR PLANNING

As pointed out in the introduction to this report, there appears to be little or no substantive planning going on as to how to deal with the impact of the federal and state cuts which are coming. City officials are planning to wait till October when the federal budget is finalized to assess the damage and decide what to cut.

Best and worst-case plans should be made as soon as possible, with public discussion and input into the process. The Mayor's position, as stated to the Grand Jury in June and reiterated to this committee by senior budget advisors, is that if the federal government mandates a program, the federal government will pay for it, or the City will not carry it out. We do not believe that most citizens of San Francisco are fully informed as to the local ramifications of the cuts in federal funding, and these discussions should not be held off until a crisis point is reached.

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At the level of DSS, management has not yet made best and worst case plans, and apprehension is high among all levels of employees and among clients. Mr. Sarsfield, the General Manager has said repeatedly (we hope, facetiously) that if and when he is faced with major cuts, one possible action he will take is to ask the Mayor to suspend seniority to allow him to keep the "best" employees. This kind of crisis proposal should be publicly discussed, since anything so extreme will result in much opposition and controversy.

Administrative Trends

DDS's General Manager, Edwin Sarsfield, is a nationally recognized leader in his field. Before coming to San Francisco, he headed the state public welfare agency in Massachusetts, and while he has been here, San Francisco's DSS has been in the forefront of many innovations in public welfare administration. During his tenure at DSS, he has focused a considerable management effort on modernizing the way the department does its job, and has shown a great deal of interest in applying "state of the art" management techniques to the task of administering welfare programs. Developing such techniques, whether in private business, in a charitable organization such as the United Fund, in a university, or in a government agency, inevitably leads to the creation of managerial and technical jobs ("systems analyst" is one of the currently fashionable titles) whose function is not directly operational, but involves studying operations in order to improve them.

Most people would agree that, in the proper context, such analysis and the organizational changes which result from it justify their cost by leading, in the long run, to greater operational efficiency. However, these techniques of modern management are probably most successfully implemented in organizations whose financial base is relatively stable. As we have pointed out (and as anyone can read in the daily and weekly press), a long period of increasing resources in social spending programs of all kinds is ending, and an era of austerity and fiscal contraction is at hand.

Indeed, austerity is no longer at hand, it is here. Whatever may be said about "actual" versus "targeted" caseloads, forced salary savings and budget constraints have caused staffing to be a problem in every operational division at DSS. Yet, new administrative jobs continue to be created as line positions are deleted or go unfilled. It strikes us as paradoxical, even contradictory, that this trend toward proliferation of managers and managerial technicians, and the administrative approach it represents, should be found in conjunction with the conditions that exist in DSS -- considerable understaffing in operational programs unmanageable caseloads, files stacked up on the floor, old buildings that are no longer really workable, and so on.

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And, so we wonder whether putting so many salary dollars and so much management attention into innovative administrative projects is really justifiable, when the department's main task -- providing aid to clients, and assuring that clients are eligible -- is being performed at an austerity level. Last year's Grand Jury raised this issue, speaking of a "top-heavy administration," and the department's response was as follows:

A survey of Department staffing indicates that the ratio of line workers to supervisors is 6.7 to 1. This represents a clearly acceptable span of control, and, additionally, is within State Cost Control guidelines.

We would like to make it clear that "supervisors-to-line-workers" is not the ratio we have in mind. It is, rather, the ratio of upper-level managers and management technicians to line workers and line supervisors. In a time when every dollar counts, money should go to basic operations rather than "state of the art" projects.

Recommendations:

1. Aggressive on-going effort in lobbying for more funds from whatever available sources;
2. Concentrate on streamlining and cutting costs to minimize workforce and service reductions;
3. Open discussion in department to inform employees of this streamlining process;
4. If layoffs are inevitable, cuts should come primarily from administrative echelons, not already overworked and understaffed line workers and clerical positions. In an era of budgetary austerity, belt-tightening is in order, and it appears that the fat most easily lost is in the administrative area.

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VII. OVERALL RECOMMENDATIONS

1. We believe that it is imperative that the city policy makers plan now and open public discussion on the impact of federal and state cutbacks in social programs, and not wait until the federal budget is upon us, when a "crisis atmosphere" will prevail. DSS will be more severely affected by this national policy shift than any other city department, since 90% of its money is from federal and state sources. We believe the citizens of San Francisco are not fully informed of the impact that these cuts can be expected to have, yet many aspects of life in our city are being affected: DSS serves up to 40,000 people per month.

Components of proper planning would include (but are not limited to):

- 1) A strenuous lobbying effort for additional funds from state and federal sources;
- 2) A search for additional sources of revenue, rather than an attitude of "let the chips fall where they may";
- 3) A determination to streamline and economize with the absolute minimum reduction in city workforce and in services provided to the people of San Francisco.

2. Civil Service:

--Aggressive steps should be taken to clear up the backlog of examinations, and keep it current; systemic problems exist that are grinding the system to a halt.

--The increasing proliferation of temporary city employments is not fair to employees, who are denied benefits and job security, and gives room for at least the appearance of favoritism and patronage. It is a poor way to save money for the city, and adversely affects morale and efficiency of operations.

--We support any Charter changes which will make the city's personnel practices more efficient, as long as significant employees rights are protected, and strongly urge that any proposed changes deal with underlying structural problems, not just immediate relief.

3. Staffing and Personnel Policies:

--We found most, if not all, income maintenance and service programs to be understaffed in line positions, chronically and with no relief in sight. We recommend that staffing levels be increased in these areas, and certainly not cut, since the majority of employees are trying to do a good job in an increasingly impossible situation.

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--If there must be cutbacks at DSS, we recommend that they come first and foremost out of the administrative echelons and positions, not out of line and clerical positions, for the above reasons.

4. General Assistance: Since this program will obviously be the last resort for the many people who will be either laid off (i.e., CETA workers) or eliminated from other aid programs (AFDC, Refugee Assistance Program), sources of revenue need to be found to offset the increased demand on this program, which is solely supported by city funds.

Additionally, close scrutiny should be kept on the "workfare" program, in order to insure that welfare clients who are being forced to work for their grants are not being substituted for city employees.

5. Refugees:

a.) We recommend that every possible pressure be exerted by local and state officials and all organizations involved to see that the Federal government takes its proper responsibility for the hundreds of thousands of refugees. Administration of this program does not belong in state and local welfare offices, taking large amounts of shrinking local funds. The refugee program should more appropriately be administered through the Social Security Administration or some other agency.

b.) City officials should plan and prepare now for additional local costs as Federal money is withdrawn, so that San Francisco's population will not suffer restrictions and less services. Revenues need to be found so that compassionate assistance may be given to those who deserve it.

6. Morale:

There are serious morale problems, particularly among lower-level employees. We urge immediate management attention to these problems, and constructive action to relieve the demoralization and frustration endemic in much of the department.

7. Health and Safety:

170 Otis Street:

a.) That DSS officials pursue the problem more vigorously, possibly asking for even more assistance from NIOSH or other environmental safety experts.

b.) Investigate the question of liability of the firm or firms responsible for design and construction of 170 Otis to bear financial responsibility for correcting whatever structural problems are causing health problems and complaints.

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Older buildings:

There are other ways to solve problems than throwing money at them (although this may not be the case with 170 Otis). Many businesses and agencies make decent work space out of older buildings. We would recommend: more attention be paid to organizing the space which exists to improve over-crowding, noise, lack of privacy and other problems; provide adequate waiting room space and enough furniture; correction of obvious safety hazards such as wires and cords all over the floors.

Laura Ingram
Mei Mei Ng
Harris C. Fleckley, Chairman

VIII. BIBLIOGRAPHY

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Taken together these documents give an accurate statement of the refugee situation.

Articles in the local and national press conceiving the budgetary measures being discussed and enacted in Washington and Sacramento, as well as local response to them. These appeared throughout our term and were naturally of interest.

RECREATION AND PARK DEPARTMENT

I. BACKGROUND

The Park Commission was established by the State Legislature in 1870 and was made up of three members appointed by the Governor. The City under the Home Rule Charter, took over the Park Commission in 1900.

The Playground Commission was established in 1907 by amendment to the City Charter. Under the new Charter of 1932 it was renamed the Recreation Commission.

By an amendment to the City Charter in 1950, the Recreation and the Park Departments were consolidated into one Department to be known as the Recreation and Park Department under the direction and management of the Recreation and Park Commission.

The City Charter stipulates that the Recreation and Park Commission shall consist of seven members appointed by the Mayor for a term of four years and that they shall serve without compensation. The Charter also provides that no fewer than two members of the Commission shall be women.

The Recreation and Park Commission meets on the second Thursday of each month in McLaren Lodge at 2:00 p.m. The Commission functions through a series of Committees, most of which meet once a month. The present composition of the Commission is as follows: Mr. Eugene L. Friend, President; Ms. Amy Meyer, Vice President; Mr. Keith Eickman; Mr. Tommy Harris; Mrs. J. Eugene McAteer; Mr. Joe Perry and Ms. G. Samatha Yruegas. With the exception of the President of the commission, each of the other Commissioners chairs a committee and also serves on one or more of the other standing committees.

The meetings of the Commission and its committees are governed by the public notices and public access divisions of the Charter as well as the Brown Act.

The Commissioners who, as stated, are not compensated for their time and efforts, approach their responsibilities of providing policy direction for the Recreation & Park Department in a serious, competent and efficient manner. Mr. Friend, as President of the Commission, is in virtual daily contact with the General Manager and makes it a practice to sit in as an ex

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officio member of the important Finance Committee. The Commissioners are also often called upon to meet with the Mayor and the various committees of the Board of Supervisors.

The Charter directs that the Recreation and Park Department be basically organized as follows: The Commission appoints the General Manager who holds office at the pleasure of the Commission; he is the Chief Executive Officer of the Department. The General Manager has the authority to appoint and remove the Superintendent of Parks, the Superintendent of Recreation, the Director of the Zoo, the Director of the Strybing Arboretum and his Executive Assistant. All of the above positions are exempt from the Civil Service provisions of the City Charter.

Under the policies promulgated by the Recreation and Park Department the General Manager, Tom Malloy, is responsible for the overall direction and operation of the activities of the Department. His duties and responsibilities include, but are not limited to, planning, directing and coordinating operations of the Department; the effective execution of the directives and policies of the Commission; the operation, utilization and maintenance of all Department properties valued at hundreds of thousands of dollars, and the utilization of personnel assigned so that all functions of the Department are performed at maximum efficiency.

The Executive Assistant to the General Manager is his principal staff assistant with a series of duties and responsibilities, including consultation with Division Chiefs regarding management and administration problems, familiarity with all current programs and modifications and/or changes thereto, management of all capital projects for the Department, Departmental representative to the City Emergency Service Project, liaison with other governmental agencies and other duties as assigned by the General Manager. In addition, the Executive Assistant oversees the work of the Coordinator of Special Projects, the Golden Gate Park Planner, the Grants Administrator and the Public Information Office.

The policy of the Commission is to promote and foster programs to provide for organized public recreation of the highest standard.

The Commission is prohibited by the terms of the Charter to lease any park land or construct any buildings on land under its jurisdiction except for recreational purposes. An amendment to the Charter authorizes the leasing of the sub-surface space under any public park or square for the construction and operation of a public service garage for vehicle storage. This authorization applies to parks and squares only, and does not apply to playgrounds.

Having commented in general terms about the Recreation and

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Park Department, let us now indicate briefly some of the activities and programs under the supervision of the General Manager as directed by the Recreation and Park Commission, the "Board of Directors" of this extraordinarily diversified and complex facility.

At the present time there are about 185 neighborhood playgrounds, mini-parks and squares; nine swimming pools; Candlestick Park; Kezar Stadium and Pavilion; Camp Mather in the Sierra; five golf courses; boating and fishing at Lake Merced; a Yacht Harbor; Coit Tower; Stern Grove; Senior Citizens' Centers; a small-arms firing range at Sharp Park; the Exploratorium, a Junior Museum and two rowing clubs.

Support Organizations

We would be remiss in our survey of the Recreation and Park Department if we failed to acknowledge and pay tribute to several of the civic organizations that continuously contribute to and support the department. A majority of these organizations including brief comments, where appropriate, of the functions they perform:

Friends of Recreation and Park

A support and fund-raising group for the Recreation and Park Department.

San Francisco Zoological Society

Provides Zoo guides, fund-raising programs and various educational programs for children.

Runs Zoo concessions, rides, merry go round, operates Children's Zoo.

William Hammond Hall Society

Organized to upgrade the quality of urban parks and public park constituency.

Strybing Arboretum Society

Sponsors educational programs at Arboretum. Funds various improvement projects with donations and other fundraising efforts. Administers docent program.

San Francisco Garden Club

Particularly interested in projects at the Conservatory. Has made

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	several large donations for restoration.
Ikebana Society	Fosters interest in Japanese horticulture. Donates to various park projects.
U.S.S. Coral Sea Committee	Sponsors various civic improvement projects including Christmas lighting of Coit Tower.
Junior Museum Auxilliary	Advises and raises funds for programming at the Randall Junior Museum.
Stern Grove Festival Association	Raises the necessary funding for the summer music program at Stern Grove. (Department also provides annual appropriation.)
Palace of Fine Arts League	Administers the Palace of Fine Arts Theater including programming lessors, ticket sales, etc.
Golden Gate Senior Center Executive Board	Administers the operation of the Golden Gate Park Senior Center. Programs space usage, food programs, and various outings.
Open Space Advisory Committee	Advises the General Manager, Rec & Park Department, on expenditures of annual Open Space appropriations. Holds hearings on various park needs.
Advisory Boards - Separate advisory groups for each of these Recreation Division activities:	Tennis, softball, midget baseball, swimming pools music programs, drama and dance programs, arts & crafts programs.
Citizens Volunteer Groups	Friends of: Buena Vista Park Mission Dolores Alta Plaza Mountain Lake

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Portsmouth Square

Volunteer Committees

Union Square Committee
Windmill Committee
Industrial Athletic Committee
Police Fishing Program

San Francisco Special Olympics

Raises funds for and sponsors
sporting competition for the
developmentally disabled.

II. MAJOR FACILITIES/PARKS

A. GOLDEN GATE PARK

This is truly San Francisco's priceless pearl: over 1,000 acres of incredibly beautiful real estate stretching from Stanyan Street to the Beach and bordered by Fulton Street and Lincoln Avenue.

The first thing that strikes the visitor is the sight of something beautiful from every line of vision: bright little flower beds at the bend of every road and path; great tumbling masses of rhododendrons; flowering trees and vines; groves of redwood and eucalyptus; lakes and ponds; large green meadows and vales; game fields; bridle, bike and pedestrian paths. One or two days is not enough time to see everything in the Park.

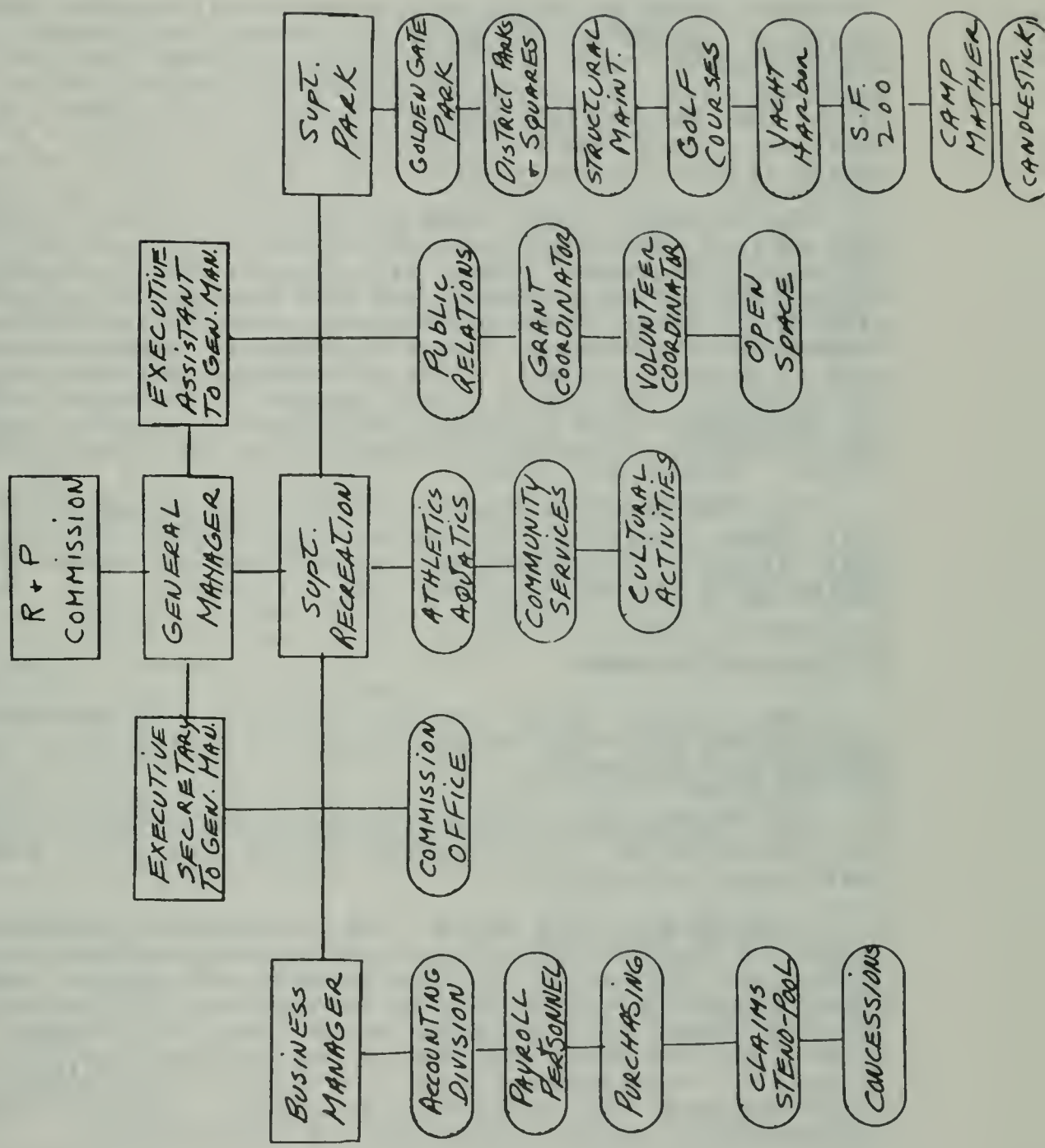
Golden Gate Park has something for everyone from the avid sportsman to the seeker of peace and quiet. There is a fly-casting pool, stables, an equitation field and riding ring, a children's playground with its own animal farm, a gigantic stadium which contains a football field, polo field, a 3/4 mile trotting track, a 440 track and a small athletic field. There are tennis courts, a handball court, horseshoe courts, shelters for card players, nature trails, waterfalls, many lakes with boating, a pitch-and-putt golf course and a buffalo paddock. There is a soccer field, two windmills, bowling greens, baseball diamonds, an archery range, a dog training field, picnic areas with tables and barbecues, special gardens of camellias, hydrangias, roses, rhododendrons, tulips, forests of tree ferns, and a Chinese pavillion.

Also within the bounds of Golden Gate Park are the Japanese Tea Garden, the Conservatory of Flowers, Strybing Arboretum, the Academy of Sciences, the Aquarium, de Young Museum, the Planetarium and the Band Concourse.

RECREATION AND PARK DEPT.

ORGANIZATION CHART

1980/81



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B. COIT TOWER

One of THE San Francisco landmarks is Coit Tower which was initially opened to the public in October 1933, nearly a half century ago. From its commanding position at the top of Telegraph Hill it provides a 360 degree panoramic view of the City, the Bay and the surrounding area. It, like a ride on a cable car, is a must for every visitor to the city. A nominal charge is made for the elevator ride to the observation tower.

Periodically, Coit Tower has to be closed for maintenance, such as roof, mural and elevator repair. At the present time, it is being renovated. This will permit the installation of turnstiles to better control the flow of traffic. A gift shop will also be set up in the lobby to serve the visitors. By contacting the Recreation Park Department, arrangements can be made to hold receptions, wedding ceremonies and other events in the building. The rental charge depends on the number of persons in attendance and the location within the building where the party is held, i.e., the Observation Tower or the Mural Room.

The management estimates that the revenue generated by the Coit Tower operation will be in excess of \$215,000 for Fiscal Year 1981-82, exclusive of revenue to be realized from the operation of the new gift shop

C. CANDLESTICK PARK

The program calls for the operation and maintenance of Candlestick Park and Stadium so as to effectively maintain, operate and improve it.

The objective is to operate and maintain the facility with no interruption to scheduled events due to preventable maintenance problems.

Candlestick Park is a self-contained, self-supporting athletic complex attracting people and businesses to San Francisco. In spite of the carping and griping about its location and the wind conditions in the area, it is an essential activity that is a tribute to the City and County of San Francisco. It does not receive any property tax dollars and brings in considerable sums of money to the City and the establishments that support its programs. It is an essential, indispensable adjunct to the City and the community.

D. GOLF COURSES

The goal is to:

Provide quality golf courses and attendant facilities for the public use in a safe and attractive environment.

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The objectives are to:

- (a) Increase revenues in order to exceed total budgeted costs of operation by \$1,000,000 annually.
- (b) Meet specific needs of golf course users, especially senior citizens and juniors.
- (c) Maintain all courses in order for them to be rated good or better by the USGA or the NCGA.

There are three 18-hole golf courses (Lincoln, Harding and Sharp Park) and two 9-hole courses (Golden Gate & Fleming) under the control, management and supervision of the Superintendent of Parks. There is one additional 18-hole golf course located at McLaren Park that is leased to an outside firm and thus is in a different management category from the others. The lease provides for payment to the Rec-Park Department a percentage of the fees collected.

Of particular interest to the taxpayers of San Francisco is that these golf courses are almost self-supporting even though special green fees are available to Junior and Senior Citizen golfers residing in the City and County of San Francisco.

Of the major (18-hole) golf courses only one, Harding Park, at present has restaurant facilities available. While this facility is limited in size and in the variety of food and drinks offered, it could be enlarged and expanded to better accommodate its customers. However, for the present it does provide a needed and useful service to the golfers.

Both Lincoln Park and Sharp Park have space in buildings at the courses that at one time did have restaurants in operation to serve their patrons and others; but in both instances the equipment, space and facilities have been permitted to deteriorate to the extent that they have been closed as failing to meet the City Health Department standards.

At the present time long term leases are being negotiated to have both facilities rehabilitated and refurbished so that this lack of restaurant facilities will be rectified. Both installations are located in exceptionally scenic areas and should immediately become drawing cards not only for golfers, but also for anyone enjoying the accommodations provided by a first class restaurant.

E. SAN FRANCISCO ZOO

Zoo Director Saul L. Kitchener, was Assistant Director and General Curator of Chicago's Lincoln Park Zoo before accepting his present position as Director of the San Francisco Zoo in 1975. He is a specialist in primates and is an author and researcher on the intelligence of the great apes, on the breeding

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of snow leopards, and Colobus monkeys. He is active in the American Association of Zoological Parks and the American Society of Mammologists.

Major objectives for our Zoo were established in 1973, and since his arrival, Mr. Kitchener has literally turned the Zoo around by bringing them into lively reality, as follows:

1. Enhancement of Visitor Interest. Extensive advertising and news items about the Zoo, the animals, the new areas, and exhibits, as well as school presentations have accomplished this to a high degree. Another attraction has been the highly popular Adopt-An-Animal Program made possible by a grant from the Shaklee Corporation. Under this program, individuals or groups donate a specified amount of money toward the care and feeding of a particular animal at the Zoo. The program has great appeal for school children and adults as well. The number of visitors had been projected as 810,000 for the fiscal year, but they will soon exceed 850,000 visitors, about 30% over last year same date (end of May), which translates to a revenue increase of over 16%.

2. Excellence Through Specialization. This means specializing in what we do well. This Zoo does very well with primates and felines and thus displays them to great advantage, as well as breeding, trading and loans of animals.

3. Achieving Optimum Standards in Animal Care and Welfare. The Zoo is inspected at least once a year by the Department of Agriculture whose inspectors are extremely diligent and thorough, requiring corrections of the tiniest flaws. This year, the Zoo received a completely clean bill of health without a single required correction. Parasite control is a big item in all zoos; but this year, the inspectors found nothing worth complaint. The new hospital with its modern equipment and quarantine facility has been a great benefit to the Zoo animals.

4. Meeting the Needs of the Future. It is a sad but true statement that the world's zoos will soon be the final refuge for our wild animals. Even in the wildest areas of Africa and South America, civilization is encroaching on animal habitats, and many species will perish unless they are preserved in zoos.

Mr. Kitchener uses his expertise in securing prime animals and breeding them, often through loans from other zoos, to assure the propagation of rare species in captivity. Since many animals rarely breed in captivity, each offspring is celebrated as a major victory. Since the passage of Proposition 13, there have been no funds with which to purchase new animals.

5. Research Opportunities. Golden. During the move of the gorillas from their old cages into the new Gorilla World, the animals had to be tranquilized for the transition. Using the hospital's fine facility, Zoo veterinarians and researchers were

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able to examine the animals very closely. These people came from all over the country because such an opportunity for close examination of great apes comes but once in a lifetime for most veterinarians. At that time, Bwana, the patriarch of the local gorilla family, an animal regarded by zoo experts as a treasure, was found to have an abscessed tooth which could have killed him in a short time, and two of the females were found to have some minor problems. Without these examinations by the team of veterinarians, several very valuable animals could have lost their lives, thereby reducing part of the world's pool. Our zoo veterinarian and zoologist are in constant contact with zoos around the world regarding animal care, medicines, diseases and treatments, and this information is freely exchanged.

Coping with future budget reduction holds no terror for the Zoo people because the Zoo generates over half its own budget, the balance being tax dollars. The Zoo generates this revenue through admissions (\$2.00 for adults - children are free), generous donations and the sale of animals. Admissions revenues are approximately \$107,000 ahead of last year at this same time (end of May).

Since the zoo has proved to be so resourceful, City Hall has taken a more benevolent view of the department, and the zoo will finally have a permanent secretary after 20 years of temporary help.

Another fine addition to come is a security service which the zoo has never had. Money will come from the Rec-Park concession fund, from revenue received in excess of predictions.

When the zoo began charging admission in 1970, the funds generated were intended for new buildings. With part of the money, the new hospital was built first, and it's a wonderful facility of which the City can be proud. The hospital has a complete and well-equipped laboratory, a full surgery and comfortable quarters for recovering animals. It also serves as a quarantine area for imported animals. The State of California and the U.S. Government have different quarantine time regulations, so the animals are kept here for the maximum time, whatever it might be for a particular species. Donated animals are also kept here until they are "socialized" - accustomed to people.

Admission funds also provide for a full time zoo veterinarian, a technician and a zoologist, none of which our zoo ever had before. Sick animals had to be cared for by veterinarians in private practice, most of whom do not have facilities for very large animals.

The Adopt-An-Animal Program has brought in \$130,000 since it began in January 1980. This money is earmarked for renovation of the Lion House, which will begin on June 8. There will be new

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cages, grass and trees, better light, and perhaps of great interest to the visiting public, a newly developed coating will cover the concrete floors and walls. The Lion House was built at a time when concrete was believed to be the most sanitary environment, easier to clean; but concrete is porous, and the odor of lion urine clings for years. The new coating is a complete sealant, is softer underfoot, and can be hosed clean; and as Mr. Kitchener said, "lions just don't belong on concrete."

The new Gorilla World is the finest gorilla exhibit in the world, according to national experts. It was built with a "surprise" Federal Grant of \$2 million under the Public Works Act of 1976. It was requested, but not expected, and the only string attached was "begin to spend it in 90 days or lose it. Somehow, during a time in which it took a year to get a new lawn mower through the "system," the plans were drawn, approved, and all permits issued within the stated 90 days. The Gorilla World is very well designed, landscaped with grass, trees, boulders and a running stream. Viewing areas are equipped with educational displays, and there is a glassed-in area where the gorillas can be seen face to face. The gorillas appear healthier in their new environment, and they are certainly happier. Their new house blends well with the landscape and is kept immaculately clean. The keepers are a dedicated group who seem to have a genuine affection for the animals.

When we visited the zoo kitchen, the workers had just finished preparing a feeding, but the area was spotless. There is a large walk-in refrigerator and a good deal of storage room for dry food. However, the preparation areas, the tables, etc., could certainly stand replacement after years of chopping and hacking.

Mr. Kitchener freely admits that feeding the animals would be a terrible problem were it not for the City's supermarkets. Labor costs are so high that if a whole crate of vegetables or fruit contains a single bad piece, it is cheaper to discard the entire crate than to sort it out. All this is given to the zoo. The same applies to over-bought meat and poultry, which proved to be "pig-out time" for the felines last fall when a market was over-stocked with fresh turkeys.

The new Musk Ox Meadow holds the nine musk oxen given to the City by the State of Alaska through auspices of the Shoong Foundation. Since Alaska historically has given two animals per zoo, it was likely the prospect of the new meadow that inspired Alaska to be more generous with the San Francisco Zoo. The landscape is well designed with small groves of trees and a creek where cranes add to the scenery.

The walls and fences around these two new exhibits are equipped with framed graphics and informational signs, all extremely well done, well placed, attractive and interesting.

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Aside from the usual zoo animals and the domestic animals in the Children's Zoo, the grounds are inhabited by a good number of chickens and cats, courtesy of the public. People have dumped them at the zoo at night. The chickens probably began their lives as Easter chicks, and there are several magnificent specimens of Rhode Island Red roosters - very large, stately birds - and a beautiful Plymouth Rock. One night, someone even left a sheep at the Children's Zoo.

Concessions are operated by the Zoological Society. These include the food stands, the elephant train, the gift shop and the rides.

The visitor to the zoo is impressed with the clean grounds and restrooms. The presence of several hundred children in any area results in large amounts of litter from food wrappers, but there is very little to be seen on the zoo grounds.

The Waste Water Project will have an impact on the zoo. There will be a large underground pump at the end of Sloat Boulevard, and the top of it will provide a viewing platform for the zoo. Waste Water will pay for whatever needs doing at Fleishacker Pool (they have filled it over). The project will build a 752-foot berm which would affect the park, but the project has agreed to move the berm north to prevent tearing down the pool building. A treatment facility will be south of the zoo, underground, and the zoo can use the top of it for exhibits. The chief concern is to protect the zoo inhabitants from construction noise, vibration and dust.

However, recent developments in Federal fiscal policy may have a serious effect on the \$2 billion Waste Water Project which may not be able to comply with previously-made plans and commitments. There is a possibility that the entire project will either grind to a halt or proceed with greatly curtailed results. What becomes of the project's commitments to the Zoo is yet to be seen, but the Zoo is bracing itself.

The monkeys will soon have a new house, thanks to the generous gift of \$1 million from Mrs. Thelma Doelger. Mr. Kitchener says this facility will amount to much more than just housing - it will be a Primate Discovery Center which will reflect the purposes of the zoo: conservation, education, recreation, and research with computers and audio-visual equipment for the public's use. The building will house seventeen primate species.

In January 1982, admissions for adults will be increased to \$2.50 to overcome some of the effects of inflation. This is the first increase since 1978. Admissions will have provided a projected revenue of \$825,000 (\$107,000 over last May end) for fiscal year 1980-81, and the new increase projects to \$1,050,000

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for fiscal year 1981-82. This will provide a pay increase of about 30% for the zoo keepers, thus bringing them up to the pay level of assistant gardeners.

Problems at the Zoo seem to be few, but they are unique.

When an elephant leans into a gate, for example, neither a carpenter nor a sheet metal man can handle it. The job calls for an iron worker and the Department of Public Works cannot readily furnish one.

Another problem, mentioned by no one, is the size of the offices. These are mobile-type buildings, one for the offices of the Zoological Society. The other, consisting of two tiny rooms, is occupied by Mr. Kitchener and at least two others. Mr. Kitchener's office has no room for more than one visitor at a time.

Given the current budgetary restrictions, there is little to be done about these two problems. While the building cluster is attractive enough, perhaps some larger units could be located at a reasonable cost.

Many individuals, groups and corporations have made very generous donations to the Zoo -- valuable animals, time, energy and money. Their names are displayed on a bronze plaque near the entrance to the Zoo.

This Committee is very grateful to all the people at the Zoo who showed us around and answered all questions so readily and completely. Everyone showed enthusiasm for their work and seemed to take pleasure in showing us the facilities and the animals. We appreciate Mr. Kitchener's courtesy, cooperation and assistance in preparing this report. This is a dedicated man who works very hard to maintain our Zoo in the best possible manner with the highest possible standards, and whose constant concern is the well-being of the animals, the performance of the employees, and the education and pleasure of the public. San Francisco is fortunate to have such people.

Mr. Kitchener mentioned that while he knew the Grand Jury was visiting the Zoo each year, this was the first time that anyone had come to talk to him. We wish to encourage future Grand Jury committees to visit him -- it is a wonderful experience.

F. MARINA YACHT HARBOR

The goal of the Marina Yacht Harbor is to:

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Operate, maintain and improve the San Francisco Yacht Harbor.

The objective is to:

Improve facilities, operations, appearance and maintenance of the Yacht Harbor.

The Marina Yacht Harbor is a public marina and as such its berthing fees are lower than those charged by privately-owned like facilities in the Bay Area. It is supported by funds derived from berthing fees charged the boat owners. If and when the installation of parking meters is approved, the revenue generated should be used to make not only the Yacht Harbor, but also the Marina Green from Fort Mason to the Presidio completely self-supporting. Berthing fees were increased recently, but they still remain lower than comparable berthing facilities not publicly owned.

A large percentage of the small boats are owned by middle-income patrons for recreational purposes only. There are a total of 744 berths which include 23 end ties used for transients. The waiting list for berths exceeds 3,000 and the annual turnover is only 8%.

Maintenance is a continuing problem because of the water's surge action which could be reduced by extending the present breakwater to the Gashouse Cove. This is a desirable, long-term project but probably is unattainable at present because of fund restrictions. A project of this magnitude would probably qualify for federal grants in the neighborhood of 50% of total costs. If the breakwater were extended it would eliminate the surge problem and also provide between 600 and 700 additional berths which would be a welcome relief for persons on the waiting list for berth rentals.

The regular harbor crew does a large portion of the maintenance with backup support from the Assistant Park Superintendent for Facilities Maintenance. When major repair or replacement is needed it is referred to the Department Public of Works and/or to outside contractors. Support from the Department Public of Works is erratic, varying from prompt response to a matter of months depending on priorities established by that department.

All floats are alike except for size, but regardless of that fact, when it is necessary to replace any of them, the Yacht Harbor is charged for its re-design by the Department of Public Works. This does not seem logical or reasonable, and it is believed to be an unfair and unjustified charge. The drawings and plans on file at the Department of Public Works office need only be reproduced and included in an invitation to bid on this type of work done for the Yacht Harbor.

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The maintenance of the Marina Green (from Ft. Mason to the Presidio of San Francisco) is the responsibility of the Assistant Superintendent of Parks. It would be logical for the gardeners and equipment needed to care for the Marina Green to be assigned permanently to the Harbor Master. Furthermore, many hours of labor could be saved by the installation of automatic sprinklers in the main and west end of the Marina Green. The eastern portion between Webster Street and Ft. Mason had sprinklers installed when it was reseeded some years ago.

If parking meters were installed in the area surrounding the Marina Green (not on Marina Boulevard) and streets contiguous thereto, it not only would be a source of considerable additional revenue, but also would provide parking in the area for more cars; cars would not be parked for hours at a time if metered. It would alleviate the problem of long-term parking by house vans and recreation vehicles that under present conditions are a continuing nuisance. Boat owners would be issued permits to enable them to park their cars without paying meter parking fees.

Although regulations do not permit overnight sleeping in recreation vehicles or house trailers in the area, it is more often than not ignored. It is common knowledge that the regulation has not been enforced to any appreciable degree. A means should be devised to deny access to the parking areas after certain hours with tow away regulations enforced by the San Francisco Police Department.

The Harbor Master provides 24-hour, seven-days-a-week patrol service and enforces applicable park regulations using five employees. There is a minimum turnover of personnel, but he does have four part-time individuals that he can call in case of illness of anyone of the regular crew. Police and fire protection and support are excellent and response time is outstanding. The Harbor Master has the highest praise for both departments.

The Marina Yacht Harbor is a self-supporting entity and does not depend on appropriated funds for its existence. The revenues generated are used to maintain the facilities; this is being accomplished in a very satisfactory manner. However, this does not include major repairs or replacement of the breakwater presently in place, much of which was constructed during the depression of the 1930's with WPA labor. Since this was done 40 to 50 years ago, obviously the breakwater and retaining walls will continue to require increased maintenance and replacement.

As previously mentioned, the work crew is very stable and, therefore, there are no personnel problems in this activity, a welcome change from most other divisions of the Rec-Park Department. This may be due in a degree to the size of the work force.

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Usually Harbor Master facilities include a flag pole for displaying not only the National Ensign, but also for displaying the necessary storm signal flags for the benefit of boat operators in view of the installation. This item is not available in the case of the Marina Yacht Harbor, but it is needed and could be provided at minimum cost using revenues generated by the activity. There does not appear to be a good reason why this should not be done without delay.

G. STRYBING ARBORETUM

An arboretum is a "living library of plants." Its main purpose is educational, serving as a living reference for all plant lovers.

The idea for an arboretum goes back to the beginnings of Golden Gate Park in the 1870's. The original 70-acre site selected in the 1890's included areas which are frost free, and unprotected sections for those plants which require a colder winter.

In the mid-1930's a bequest from Helene Strybing was received, and the physical work on the arboretum began in 1937 with assistance from the federally-supported WPA. During its first 20 years, our arboretum grew to 30 acres with 2,500 plants. The Strybing Arboretum Society was formed about 1957 to carry on the work of Eric Walther, the first director of the arboretum.

The society is the educational arm of the Arboretum and as such is responsible for most of the educational activities in the Arboretum and Hall of Flowers.

The Hall of Flowers (officially the Garden Center) was completed in 1960, and because it was built with State of California Fair funds, it is officially San Francisco County's Fairgrounds. The large flower show staged each August by San Francisco Flower Show, Inc. is our County Fair.

The Arboretum grounds now fill the originally-selected 70 acres containing well over 5,000 specimens and that number is constantly increasing.

The Helen Crocker Russell Library, located near the information kiosk, is a non-circulating reference library with a collection of over 6,000 horticultural and botanical books, many of which are rare and valuable. The library is operated by the Arboretum Society and is open to the public.

The staff of the Arboretum consists of city and county employees; but most physical improvements are due to donations

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and generous assistance from private sources. The Strybing Arboretum Society, working with the Recreation and Park Department, plays a major part in soliciting and coordinating many additions. Many professional associations, such as the California Association of Nurserymen, support the Arboretum. Sunset Magazine assisted in developing the Demonstration Garden which helps home gardeners in landscaping their own gardens and shows how various plants perform in our ocean-influenced climate. Generous contributions of plants, building materials, and great amounts of time and effort have come from societies, associations, corporations, and countless individuals.

Several garden plots have been established as memorials and honorariums. On a smaller scale, memorial plaques are installed on favorite benches, trees are designated, or small beds are planted.

The grounds are maintained by eight gardeners, a nurseryman, and a foreman. This work force is augmented with a work-study program for horticulture students from City College who work 20 hours a week at the Arboretum. Two-thirds of their wages are paid with Federal funds and the balance by the society. There is also an intern program with Cal-Poly at San Luis Obispo, two students who receive no stipend for their time at the Arboretum. Last year's interns have put together a native California plant nursery in San Luis Obispo.

Local high schools train young people to act as docents for children's tours, thus instilling interest at an early age. The society also sponsors a one-year course for adult docents, for which a fee is charged.

The Hall of Flowers is the source of rental revenues from church and public groups who hold rummage sales. It is also rented for weddings, parties, and receptions, and is the scene of the annual Cat Fanciers Show. Rentals brought in \$64,000 last year, and \$90,000 is projected for this year.

The Arboretum does have staffing problems, and Director Walden Valen would like to supplement the staff with work-study students or interns.

Plans for the future include a new gift and informational kiosk which will be larger and better placed than the present building.

H. JAPANESE TEA GARDEN

The Japanese Tea Garden has a long history dating back to 1894 when it originated in the Japanese Village exhibit of the California Midwinter International Exposition, which was held in what is now the Music Concourse area of Golden Gate Park.

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The Tea Garden is located just west of the Asian Art wing of the de Young Museum. Windows in the wing over-look part of the Garden which enhances the experience of the Asian Art collection.

The Japanese Tea Garden was begun and maintained by members of the Harigawa family until May 1942, after the outbreak of World War II, which began the shameful War Relocation when Americans of Japanese ancestry, including the Harigawas, were evacuated from the West Coast.

Many changes have occurred in the Garden since those tragic times, and now there are many new small gardens, resting areas and ponds. Many valuable items such as dwarf trees, lanterns and stones originally owned by the Harigawa family have been restored to the Garden, and several historic items have been donated.

Plants and stones are placed to express a traditional symbolic meaning or to display seasonal colors of trees and shrubs. Visitors enjoy strolling over the paths and bridges, the ponds and the great variety of trees such as flowering cherry trees, azaleas, Japanese maples, dwarf pines, cedars and cypress. The tea house serves tea and fortune cookies, and the gift shop dispenses a large variety of suitable items.

When admission fees were first begun at the Japanese Tea Garden, it was feared that the public would avoid it; but such has not been the case. It attracts more people than ever, and the fees now translate to 25 new gardeners for Golden Gate Park. There are free days and free hours to accommodate seniors and children.

I. CONSERVATORY OF FLOWERS

The Conservatory building was purchased from England by James Lick. It was crated and shipped around Cape Horn to San Francisco, then transported to Mr. Lick's homestead in San Jose.

After Mr. Lick's death in 1876, the Society of California Pioneers fell heir to the building, still in crates; the Society, in turn, sold it for \$2,600 to a group of public-spirited citizens who then offered it to the Park. The Park Commission promised to erect it if construction money could be found. In February of 1879, the State Legislature authorized the City's Board of Supervisors to appropriate \$40,000 from the General Fund for improving Golden Gate Park and Bellevue Parks, and for erecting the Conservatory. Construction was completed in 1879.

On January 5, 1883, the structure caught fire; the dome was largely destroyed and all plants in the Dome Room were destroyed. Since funds were not available for restoration, Charles Crocker donated \$10,000 for that purpose. Over the years a number of

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minor changes have been made to the building, but it is almost as originally erected.

The Conservatory has a large collection of rare plants, chiefly tropical, especially ferns and orchids. It carries a rotating seasonal display of Cyclamen, Cinerarias, Easter Lilies, Calceolarias, Schizanthus, Tuberous Begonias, Chrysanthemums and Poinsettias -- a continuous tropical garden and flower show.

Free tours are held on week days, guided by docents from the San Francisco Garden Club who donate their time.

The public is very sensitive to any changes to the Conservatory, and since it has landmark status (#84m), repairs must be made with extreme attention to authenticity. After one recent earthquake, the dome was found to be over 12 inches out of plumb, and the main building was creeping slowly toward the lawn. Repair took years, and the public was unaware of the magnitude and urgency of the work in progress. The new little framing strips were hand-made, hundreds of them. The strips not needing replacement were impregnated with chemicals to halt dry rot and to strengthen them. Invisible bracings were added to further strengthen the structure.

It was a monumental chore, but barring a major earthquake, San Franciscans can enjoy the Conservatory for at least another 100 years.

J. MATHER FAMILY CAMP

San Francisco's summer camp in the High Sierra is located off Highway 120 near Yosemite National Park. This is San Francisco's own vacationland amid mountain forests, lakes and streams.

Camp Mather has a variety of activities that match or surpass those at an expensive resort. There is swimming at Birch Lake and pool, lawn areas, organized games, tournaments and dances, hiking through the beautiful mountains, tennis, softball, ping pong and horseshoes. There is horseback riding over mountain trails and special rides such as breakfast rides, children's rides and pack rides. There is fishing in four streams and from the shores of Hetch Hetchy. There are special programs and activities for children, and a naturalist leads a program on the plant life and geology of the area.

The camp is within short driving distance to O'Shaughnessy Dam and the Hetch Hetchy Reservoir, Yosemite Valley, Tuolumne Meadows, and several historic Gold Rush towns.

Rates include a comfortable rustic cabin (for 1 to 12 people) and three very good home-cooked meals per day.

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Camp Mather is primarily San Francisco's own playground. Non-residents, who are also welcome, not only register later but pay a higher fee. In 1981, registration for San Franciscans began on April 6, and on April 20 for non-residents. Proof of residence is required.

Camp Mather is self-supporting and receives no tax money.

J. THE PLANT NURSERY

The Plant Nursery is where the Park Department's "grow your own" policy is carried out. The Department grows everything from scratch using seeds, slips or root stocks of all the plants used in the Park system, except those rare species which might require the special care of the Arboretum or the Conservatory.

The Nursery is located next to the Corporation Yard, and has extensive hot house and open nursery areas. All the bedding plants are raised here, as well as trees for the Reforestation Program. In this method, plants in full bloom can be used to quickly replace beds that have died back, thus assuring a constant display of color throughout the parks. Tulips, fuschias, carnations, pansies and all the rest are raised here. Also, "surplus" rhododendrons are stored here for use in the spring when they are in full bloom and put on display in the Civic Center and on the grounds around City Hall.

All other plant material such as shrubs, annuals, ground cover and trees have preference over cut flowers and potted plants for city offices. Plants are propagated and stocked for Golden Gate Park, District Parks and Squares, the Golf Courses and the Zoo. Annual nursery output of plants remains fairly constant as follows:

Number of trees and shrubs maintained	63,000
Number of trees and shrubs propagated	18,000
Number of potted plants propagated and maintained	18,800
Number of bedding plants propagated	313,200
Number of trees propagated for reforestation, as requested	1,500

The Nursery buildings are surprisingly clean and well maintained, considering the nature of the work. There is no tracked-in dirt on the floors, chemicals and fertilizers are carefully stored, and all hand tools are kept clean and in good condition.

As in all other areas of the Rec-Park Department, morale is high. The employees are dedicated hard workers who work together smoothly and seem to enjoy their highly-valued work.

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III. ANALYSIS/PARKS

A. SUPERINTENDENT OF PARKS

In addition to three Division Chiefs, Barney Barron, as Superintendent of Parks, has a multitude of activities and functions under his supervision. It covers not only all the parks within City and County, but also extends to Sharp Park Golf Club and Camp Mather in the Sierra. For the past several years the City has procured a number of parcels of land which have then been turned over to the Park Division for public use, maintenance and supervision while concurrently the assigned personnel have steadily decreased in number, especially the permanent positions authorized to the Division. The CETA program afforded a measure of relief during its life-time but this will no longer be a source of extra bodies to provide assistance on a day-to-day basis.

The introduction of FIRM and its implementation enables the Superintendent to scrutinize the expenditures and affords better control over all funds. It is a distinct asset as a management tool although the benefits are not always apparent or utilized. People are prone to resist change and therefore the maximum benefit from the program is not always realized. Management By Objective (MBO) does provide a good base, on paper, to outline the desired results or aims of the program. Further, it provides readily projected justification and/or support for a program for presentation to higher authority for review and approval. It presents a good correlation between funds expended and results obtained, and thus permits the Program Manager to initiate corrective action when necessary, on a timely basis -- not an after-the-fact attempt to provide "hard to support" facts of a program failure.

Equipment maintenance, always a problem, has been accelerated with the hiring of 2 more qualified mechanics. While the division has 5 large mowers, the newest one has been in service for 7 years and the oldest is 14 years old and beyond repair. The maintenance section has had to resort to cannibalization of older units to keep some of the machines operating. The outlook for the procurement of new equipment is, as always, dependent upon the share of the money pie that can be justified for this purpose, in competition with all the other demands on the limited funds available.

The maintenance shops, the supply warehouse and the service station all located in the Corporation Yard and the personnel assigned thereto are not under the direction, control or supervision of the General Manager or any of his assistants.

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These functions and personnel are on the payroll and control of the City Purchasing agent. Justification for this arrangement is not understood. It is our considered opinion that these activities are an integral function of the Department and exist for the exclusive support of the Recreation & Park Department and therefore should be under the control and supervision of the General Manager.

There is one bright spot in this otherwise gloomy picture and that is the ability of the Rec/Park Department to generate increased revenues by aggressively pursuing a policy, thoroughly justified, of requiring users of a facility or activity to help defray the cost through charging fees, for example, at the Japanese Tea Garden, and the sale of food, drinks and services by leases to concessionaires in designated areas. A recent innovation is the proposed installation of parking meters on the Marina Green in order to generate funds for its maintenance.

There are certain activities that are self supporting such as Camp Mather and Candlestick Park which do not receive any property tax support. It is anticipated that when long-term leases are consummated for restaurants and the pro shop operations at Lincoln and Sharp Parks, the municipal golf courses will become wholly self-supporting. It is contemplated that this will be accomplished either before July 1, 1981 or at the latest during the first quarter of fiscal year 1981-82. While the other activities that generate revenues are mandated to make the receipts available to the General Fund of the City it can be recouped when justified as supplemental appropriation, however, the request must follow the routine as required in justifying request for appropriated funds, i.e., initial request to Finance Committee (after approval by Rec/Park Commission) to Board of Supervisors. If approved by Committee it must go through two readings before the Board and if finally approved by the Mayor it goes to the Comptroller for certification of funds. Its a long, cumbersome process dictated by the procedures stipulated in the City Charter.

The Superintendent has been allocated \$100,000 earmarked for repair of heavy equipment (bulldozers, graders, etc.) this fiscal year. Along with maintenance personnel, he will visit Bay Area firms performing repair and maintenance on like types of equipment so as to take advantage of their methods of operation.

If procurement regulations would permit the purchase of equipment, machines, vehicles, etc., by brand name, the maintenance costs could be reduced and repairs expedited by having a stock of common parts on hand as well as the possibility of parts interchangeability. The present policy is too restrictive. It precludes the buyer from taking advantage of advertised bargains and discount sales. Consideration should be given to modification and/or changing the procedures.

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Temporary employees can only be assured employment to June 30th of the fiscal year which limits the number of applicants willing to accept these types of jobs. Recently the Park Division (Nov. 1980) hired 10 temporary, part-time assistant gardeners, 5 of whom were females. To select these 10 temporaries it was necessary to interview 35 applicants, a time-consuming chore, to say the least.

B. ASSISTANT SUPERINTENDENT OF PARKS, SQUARES AND FACILITIES

As program manager Mr. James Rogers is responsible for the maintenance and operation of neighborhood parks, squares and facilities so as to:

Provide and preserve in a safe, attractive and usable condition recreational facilities, passive parks, playgrounds and vistas for the enjoyment of the citizens and visitors of the City and County of San Francisco.

The stated objectives of the program are to:

- (a) Increase the number of acres/units maintained at the acceptable level or higher and
- (b) Insure that no regularly scheduled recreation activities are cancelled due to preventable maintenance activities.

It is essential for the program manager to constantly move employees from area to area and to closely monitor the re-allocation of funds to secure the highest use of both dollars and people. The 185+ mini-parks, squares, facilities, etc., are classified by category-based on usage by the public. Category #1 is the designation for installations with heavy usage requiring full staffing and maintenance of the area, buildings and fixtures. Category #2 consists of recreation centers or similiar units usually serving primarily a single activity with minimum areas requiring continuous attention other than janitorial support.

Category #3 are mini-parks and squares supported on a "mobile" (roving) maintenance basis checked weekly, and "passive" areas with no buildings or with benches and some planting, but mostly open space. In many instances maintenance will consist of keeping weeds from getting the upper hand and minimizing fire hazards during the dry season.

These category distinctions have proved cumbersome for budgeting purposes due to neighborhood objections and differing interests in terms of priority. Consequently, in 1981-82 the parks will be maintained on a two-category park system, i.e,

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developed and undeveloped, with the available work forces distributed evenly over the developed properties as priority. In addition, 1981-82 budgets will fund 28 positions from Open Space funds as well as provide support for two additional gardening positions from the Yacht Harbor and additional moneys for the Candlestick conversion process. Without a detailed evaluation of areas now available for recreation and park use, it would appear that the procurement of additional open space by the City should be curtailed UNLESS the means to properly maintain and utilize it is provided concurrently.

It would seem reasonable and logical that certain activities should be required to provide logistical support, i.e., funds to the Park Division to assure adequate maintenance of the grounds and facilities. Included in this category is the Hall of Justice, Police Stations, Pagoda in Japan Town, the grounds at de Young Museum and the grounds surrounding the Legion of Honor buildings. (The War Memorial does provide funds for its grounds maintenance.)

In facilities open to the public such as the Exploratorium at the Palace of Fine Arts, which attracts hundreds of visitors, maintaining the grounds and surrounding areas including the lagoon presents a continuing policing problem to keep it in satisfactory appearance and usable by the public.

It is during the winter months that major renovation is planned to take advantage of decreased usage of facilities and grounds during this period. A continuing problem is the shortage of mobile equipment such as lawn mowers to facilitate movement from place to place to accomplish needed grounds maintenance on a regularly scheduled basis. The same lack of transport enters into providing custodial service to the widely scattered installations in the City and County.

Lack of new mobile equipment and inadequate equipment maintenance compounds the problem. Add to this the continuous lack of funds and personnel for long-term, continuous planned first-echelon maintenance programs covering buildings, equipment and supporting facilities, and the accumulative effect becomes readily apparent.

Without highly motivated and dedicated employees and the excellent support of neighborhood people who give freely of their time and talents in support of the parks and activities in their immediate area, the problems faced by the maintenance and grounds personnel would be practically insurmountable. For example, the Powell Street Merchants, Macy's employees and similar groups and organizations take an active part in the clean-up and appearance of the Park activities in their areas.

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THIRD QUARTER PERFORMANCE ASSESSMENTS

	ACCEPTABLE	REDUCED	MINIMAL
Cat. I	41	11	2
Cat. II	2	36	11
Cat. III	0	23	58

C. ASSISTANT SUPERINTENDENT OF GOLDEN GATE PARK

The stated goal for the Golden Gate Park is:

To preserve the natural beauty and functional utility of Golden Gate Park and the landscaped areas, and to provide for safe and attractive outdoor recreational activities.

The objectives of the program are:

- (a) To initiate a long term reforestation program for Golden Gate Park; and
- (b) To increase the number of areas maintained at an acceptable level or better.

The overall maintenance of Golden Gate Park is the responsibility of Joseph Bestresky. Due to reduced strengths, four years ago he had 100 working gardeners; he now has 64, including temporaries. However, by constantly rotating crews to high-use areas, he is able to keep Park maintenance at an acceptable level. At the end of the third quarter, 45 acres had been raised at least one maintenance category over their former condition (minimum to reduced, reduced to acceptable, or acceptable to good).

The major project at the present time is the Reforestation Program which is long overdue and is essential to insure maintenance of Golden Gate Park as a growing, vibrant and renewable, highly visible and integral part of the Rec-Park Department.

REFORESTATION OF GOLDEN GATE PARK

The Reforestation Program for Golden Gate Park under the direction of Mr. James Cooney is a long-term project extending over a 25-year period.

The initial and essential first step was a complete inventory, survey, evaluation and classification of all trees and areas in the park identified according to state of mortality of the trees.

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This was accomplished by assigning a sub-foreman and six men loaned to the Golden Gate Park Superintendent by the State Department of Forestry and the Forestry Department of the University of California, Berkeley. Funds in the amount of \$20,000 were provided initially and urban forester and landscape architect Richard Harris was recruited to study the problem and recommend procedures to follow in reforesting the park. This survey has been completed, and James Cooney, a forester, has been assigned to supervise the Reforestation Program.

The trees in the park were all planted at approximately the same time; consequently, they are now all over age, more susceptible to disease, destruction by the elements, etc., which further reduces their life span. The program is essential if the park, as we know it, is to survive; its restoration is a long-term program that will require time, resources and patience to assure its ultimate success. An important criterion is the stipulation that the character of the park must remain fundamentally unchanged from its present state and as conceived by the founders.

Under the supervision of James Cooney, Forester, and Ms. Deborah Learner, the project which has been assigned top priority by the General Manager of the Department is off to a good beginning.

The west end of the park, being the oldest and the most directly affected by the ocean winds is most in need of attention. The overall plan is to identify and select small plots within an area for clearing, preparation of the ground and replanting, taking into careful consideration the effect of wind tunnels and preservation of the basic appearance during the period of establishment and early growth of the new trees. After the plots are selected and the trees to be removed are marked, the work crew prepares a rough sketch taking into consideration details such as the amount of crown cover so as not to impede the growth of the new trees. From this sketch the forester prepares a planting diagram which identifies where certain species of trees are to be planted, and this becomes the blue print for the work crew to follow. The approach is very carefully studied, taking into account the various conditions affecting the growth of the plantings, such as wind velocity in the area, the adequacy of sunlight, moisture, etc.

To allow for mortality amongst the new plantings, two to three more trees are planted to allow for failure and to permit thinning at a later date as determined to be necessary and beneficial. As the plots are completed, a record is prepared to show the final result which may vary from the initial plot plan due to unforeseen underground obstacles encountered during planting. It is regrettable that incomplete records were maintained by the founders and originators of the park, William Hammond Hall and John McLaren. Inasmuch as the first phase of

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the project is scheduled to take place over a 25-year period, the present status of the trees, i.e., reaching old age simultaneously, will not occur again and the records will insure that the replanting will be accomplished in a logical sequence.

The west end of the park along the Great Highway to be restored calls for the construction of fences and planting of a berm in order to better protect the new growth from the prevailing west winds off the ocean. Experience indicates that Monterey cypress (*Cypressus Maracopa*) is well adapted to coastal conditions and will be used extensively in forming the windbreak. Initially even the dead trees and undergrowth will be left in place to diminish the damage from the strong ocean winds in the area.

The existing design criterion will be scrupulously adhered to so as to insure that all functional areas will be maintained without essential modification or change from present appearance and plan.

An ancillary problem inherent in removing trees is the disposal of the logs, branches and green waste generated. The smaller items are processed through a chipper and the chips are returned to the soil, but the logs from the larger trees cannot be fed into the chipper. Heavy-duty mechanical equipment such as log loaders, splitters, grinders and winch trucks with large balloon tires that can be used on site without ground damage are needed. All these essential items have been approved and ordered. The ground often consists of a layer of top soil on a bed of sand which is easily damaged by heavy rolling stock without balloon tires. There are only 5 tree toppers in the entire department and the Reforestation Project has only two for the next two years. Five additional positions have been approved by the Mayor's office and are now before the Finance Committee of the Board of Supervisors.

Storing the logs or other debris that cannot be utilized is time consuming and occupies useful space in the park needed for other purposes. Much of the wood derived from tree removal is not even suitable for firewood because of being infested with dry rot, bugs and termites. The City Attorney has been asked to check the legality of selling of the logs as firewood or other wood products. Initial discussions are underway between the Department and several private concerns relative to wood disposal. It seems highly probable that all surplus material will be sold in log form for use as sawlogs or chipping stock. The City Attorney concurs. The California Department of Forestry has exempted the Department from all the usual strictures surrounding timber sales.

Although there are only seven people assigned to the reforestation project, Mr. Cooney is getting 100% support from every division in the Rec-Park Department and work is progressing

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satisfactorily. Thirty-five plots have been reforested to date, in the aggregate over two acres, with over 1,600 new trees.

There has been excellent and successful public relations publicity in connection with the program. The General Manager reports that to date there has not been any adverse comment from the general public. Usually any harvesting of dead or over-age trees in the park brings an outcry from the park watchers that knows no bounds. Ordinarily, the hue and cry would have reached every member of the Board of Supervisors and the Mayor long before now but - count your blessings!!!

In planning for the future, after the trees in Golden Gate Park have been initially replaced, the Restoration Program will be extended to other parks, squares, watershed areas and golf courses. It will, of course, at the same time be continued in Golden Gate Park. Constant management and tree replacement is the essence of the forest management plan. Only with continual tree removal/planting can uneven (all-aged) size class distribution be maintained. The primary purpose is to change Golden Gate Park from an even-aged forest to an uneven-aged forest, so that at no time in the future will the threat of wide-scale tree losses be encountered.

It is a progressive, continuing plan which should be adequately funded and staffed to insure that it will be kept alive and functioning in the interest of the future of this phase of the park system which is indeed outstanding and deserves full citizen support.

All the workmen assigned to this project are hand-picked because of their personal interest and desire to reforest and replace the dying trees so as to be sure that the park will continue to be a place of tranquility and beauty for the future. When an employee leaves for whatever reason, his/her replacement must be and is very carefully selected to meet the criteria mentioned above. The person chosen must be an individual who really cares for the park and looks upon it as a living thing that must be allowed to rejuvenate itself with the help of its keepers, for all time. It is a very noble and understandable concept for anyone interested in nature.

As Planner for Golden Gate Park, Deborah Learner was very much involved during the planning phase and the initial implementation of the Reforestation Program. Inasmuch as the first priority was identified as reforestation, Ms. Learner, under administrative supervision, sought out funding and technical expertise from the California Department of Forestry to address this urgent problem.

Now, after the development of a forest management plan and permanent staffing to implement it are on the job, work on other objectives of the Plan for Golden Gate Park is being undertaken.

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Ms. Learner- as Land Use Planner, has now a grant to study the impact of the motor vehicle on the Park. The various other uses of the park, by pedestrians, equestrians, etc., are also being evaluated. The vital question of having a planner is one that has been pointed out in the numerous public meetings that led to the formulation of the Plan. Adequate funding to bring objectives of the Plan to fruition is vital to the long term preservation of Golden Gate Park.

D. ASSISTANT SUPERINTENDENT OF PARKS, INSTRUCTURAL MAINTENANCE

Mr. Clyde Dietzen, as Chief of Maintenance and Program Manager, is responsible for maintaining the buildings and structures of San Francisco's parks, squares and other recreational facilities in a safe, usable and attractive condition. The objectives of the program are to:

A. Maintain and keep open to the public all facilities in a safe, usable and attractive condition.

B. Respond to all emergency requests within the day received and to make all repairs necessary to ensure the public safety and the security of the property involved.

C. Increase staff time spent on preventative maintenance.

The duties of the Structural Maintenance Superintendent are analogous to that of a like position in a major military installation or a civilian operation of comparable size. His work force is made up of plumbers, electricians, carpenters, painters, engineers and sheet metal workers as well as mechanics qualified to install, maintain, and repair refrigeration and air-conditioning units.

It is an all-encompassing responsibility that is extremely visual in its impact on the public and, therefore, subject to frequently unwarranted and unjustified criticism. It is as varied as having to constantly remove graffiti from walls of public buildings to repairing a vandalized drinking fountain to replacing the roof of a building damaged by a wind storm.

To enable the structural maintenance program to function effectively and efficiently, it is essential that preventative maintenance not be deferred, but be accomplished on a regular basis. To do otherwise invites major breakdowns and damage to operating facilities and structures which can result in extensive and expensive replacement or repair costs. Too frequently, when funds are restricted, preventative maintenance is neglected as an expedient while concentrating on taking care of emergencies that, under these conditions, occur more and more frequently. If maintenance is deferred for any length of time the result will be major, expensive and time consuming breakdowns. It then often

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becomes necessary to secure the services of an outside contractor to repair or rehabilitate the facility. This is an expensive way to correct a problem that could have been avoided with proper, timely preventative maintenance.

A substantial increase in funding would be necessary before any attempt can be made to upgrade maintenance or mount a comprehensive program to improve the quality of park buildings. This is not unique to an organization like the Rec/Park Department oriented to serving the public, it occurs all too frequently in many organizations.

The Corporation Yard lacks covered storage for a number of items of supply and equipment that are adversely affected by the elements. It would be economically feasible to construct sheds or other covered storage for these items which would prevent unnecessary deterioration of supplies and damage to expensive equipment. The shelters need not be elaborate or constructed from highest quality material in order to provide adequate protection. It looks like a case of "penny wise and pound foolish"; funds for this purpose should be included in the annual budget and can be fully justified.

Difficulty experienced in getting qualified individuals to fill existing permanent positions is frequently encountered. For example, Civil Service did not have (in December 1980) a list of carpenters from which to select applicants for an interview to fill two temporary positions for carpenters. Two persons were sent out for interview; one was 21 years of age with no work background and the other man, 50 years of age, had very little carpentry experience; in addition to that he had an injured knee that would interfere with his work assignment - not much of a choice!

One of the problems is the lower pay scale of the City for skilled help which is \$3 to \$4 per hour less than an experienced carpenter is paid by a building contractor.

There are certain areas in the City where it is necessary to send out extra men to do a job because of physical danger to the workers. This sometimes requires sending six men to do a job that normally would require only two men. Workers have been assaulted by gangs of hoodlums and some have been seriously injured. It is doubtful if this condition is general knowledge; but to require police protection for workers in order to accomplish needed repairs and maintenance of structures is absurd and entirely unacceptable.

Vandalism in many areas is running rampant - plumbing fixtures are pulled out of the walls and smashed, light fixtures and electrical panels are demolished or damaged beyond repair. Very often within a few days after repairs or replacements have been made, these same items and fixtures are again destroyed or

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damaged. This is time and money spent without any benefit to the public. On the other hand, if necessity dictates closing of facilities such as restrooms, the hue and cry from the public is loud and clear and necessitates immediate emergency action to repair and reopen the facility. It is the policy of the Recreation & Park Department not to close any of its facilities; however, by closing some facilities the level of maintenance could be upgraded in the units that remain open.

Using the work crews of the City Engineer to do structural repairs to buildings has not been too successful, according to the maintenance engineer. The best and most economical answer is good quality, preventative maintenance on a regular sustained schedule under supervision of the Assistant Superintendent of Parks for Maintenance. Funds for this purpose are too often dissipated in handling emergency repairs necessitated by conditions, such as mentioned above, frequently beyond the control of management. It is therefore necessary for structural maintenance to continue as best it can to maintain all facilities in a safe, usable condition, even though the level of maintenance may be somewhat less than the level desired.

The public is often misled by appearances. It is usually more economical to repair and refurbish a building that is structurally sound than to spend a much larger sum of money on a new building, but the latter is more visible and therefore more pleasing to the public. The decision of what to do in a hypothetical case as cited is an engineering determination and should be made on that basis without regard to outside pressure from citizen groups.

With limited funds the demands and desires of the various neighborhood groups cannot be met. If requests for lighted playgrounds, playing fields and tennis courts are given a higher priority than maintenance, then the latter will suffer with more numerous problems at higher costs in a subsequent period.

It is more and more apparent from an objective point of view that the users of public facilities must henceforth be willing to contribute to the cost of the maintenance and operation of the activities involved.

Structural maintenance was able to meet most of the goals it set for itself for FY 1980-81. An exception, however, was the annual target of 13,000 hours to be expended on preventative maintenance.

The Superintendent for Structural Maintenance had hoped to exceed the 13,000 hours related to preventative maintenance, but the day-to-day needs of the department to just remain functional required all the available resources.

When you consider the area covered and the unprecedented

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number of facilities scattered throughout the City and County of San Francisco that must meet acceptable standards of appearance and usability and the continuing problem of vandalism, structural maintenance under the direction of Mr. Dietzen is being accomplished in an excellent manner in spite of lack of funds, personnel shortages and low priorities.

CORPORATION YARD

This area includes the Paint Shop, Carpentry Shop, Repair Shop, warehouse and outdoor storage for large vehicles and heavy equipment.

The Paint Shop is very well-equipped. The functions are sign-painting, new signs as well as replacement signs for those which are frequently vandalized or stolen, and painting over graffiti on park buildings throughout the City. Graffiti is a major problem, and the paint crews are constantly on the move all over town.

The Carpentry Shop does all wood repairs such as furniture, gym floors, etc. The shop is well-equipped and very clean. There was a large stack of furniture in need of repair, mostly old oak (and thus valuable) chairs and desks. This shop performed the repair on the St. Mary's gym floor which was destroyed when an underground fire line broke and flooded under the floor. By the time it was discovered, the damage was complete - the entire floor swelled and raised, warping and splitting the boards.

The Repair Shop for machines and vehicles has a serious back-log problem. Shop Superintendent Jim Elliott has been with this shop for 31 years. In the early days, there were 120 "vehicles" to be maintained by 3 mechanics, 40 "pieces" each. Vehicles increased to 730 with one more mechanic, 182-1/2 pieces each. The Shop had to stop their preventative maintenance schedule so they could deal with break-downs which were more serious, more time-consuming and more costly. The shop today has 6 mechanics, which is 121-2/3 pieces each. They still can't keep up with the break-downs, most of which are due to the discontinuance of preventative maintenance. There is no money for new equipment, but the old pieces are in too bad shape for repairs to be cost-effective. Reinstating the preventative maintenance program would require more mechanics and the ability to buy new parts. Some equipment is in such bad shape now that it would be cheaper to buy new replacements than to repair. When it costs \$200 to fix a \$400 mower, it is no longer worth it.

The Storage Warehouse is under the control of the City Purchasing Department and contains the thousands of small items used by the Recreation Department, everything from volley balls and shin guards to toilet paper and watercolors. One man handles

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all inventory work, processes all shipping and receiving work and papers, and maintains the premises. This is a hard-working conscientious young man who frequently puts in his own overtime without charge, and who often finds it difficult to get vacation time.

BUSINESS MANAGER/LEASING

As Program Manager of the Administrative Business Division of the Rec-Park Department, Mr. Savas Araboglou is responsible for providing administrative guidance and to promote and sustain San Francisco Park System Recreational Programs and physical facilities in an efficient and economic manner by utilizing department property and personnel so that all functions are performed efficiently and, further, to increase revenues from concessions.

Implementation of the objectives are to: account for and deposit all cash receipts daily; prepare acceptable Civil Service examinations; prepare claims investigations with recommendations to the City Attorney within ten days of receipt; audit concessionaire accounts and renegotiate leases on a timely basis; provide mail service and typing/duplicating service for the Department; process all regular requisitions for supplies/services within five days and process emergency requests within one day; conduct in-house training and provide shopping service for 40 separate Rec-Park and concessionaire facilities city-wide.

The fiscal responsibilities of the Business Manager include: The review and consolidation of budget requests from all Department Program Managers for presentation to the Recreation & Park Commission, the Mayor's office and the Board of Supervisors; supervision of expenditure of appropriations to insure compliance with the City Charter; to insure fiscal integrity and accountability of all financial transactions of the Department, and to prepare and process supplemental appropriation requests to cover emergencies and contingencies.

The Business Office consists of nine separate sections as follows: Administration; accounting; claims, steno pool, communication, messenger service; Commission office; concessions and leases; grants; payroll and personnel; purchasing and systems analysis.

Each Program Manager is responsible for approval of requisitions and expenses incurred by the activity under his supervision, but the processing of the paperwork is the responsibility of the business office.

A problem which occurs quite frequently is late payment of vendors' invoices for supplies or services. Usually the

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complaint from vendors is lodged with the business manager who must then initiate steps to get the funds released for payment of the account.

The Personnel Officer, Max Immel, is responsible, under the supervision of the Program Manager, for the interpretation of Civil Service rules and regulations. He processes all suspensions, reprimands, terminations and represents the Department in the presentation of applicable cases before the Civil Service Commission or the hearing board. Certain position classifications are not available through the Civil Service in which case he has to prepare job analyses for review and acceptance before recruitment can be initiated.

Civil Service procedures are cumbersome and time-consuming which unnecessarily delays filling position vacancies even though funds are available. While there are hundreds of job classifications, there is a lack of applicants.

Frequently it takes months to get tests certified to enable filling of vacancies. Mr. Immel believes that single job tests should be eliminated in the interest of getting on with securing replacements.

There appears to be a dearth of qualified applicants available through the Civil Service system and the department is having difficulty securing competent, qualified employees. The complaints about the Civil Service operations and policies are quite extensive throughout the organization. There are no easy, quick solutions without complete overhaul of the entire system.

Disciplinary problems appear rather infrequently and usually occur most often with temporary employees. The difficulty of getting qualified replacements has resulted in greater effort being expended in salvaging employees rather than discharging them, even for cause.

The Concessions Supervisor, Walter Caplan, is aggressively working to increase revenues from this source. The potential for raising money to supplement appropriate funds is very promising and can be accomplished without undue financial hardship on users. Activities such as restaurant facilities at Sharp Park and Lincoln Park Golf Courses should provide for relatively long-term leases to permit prospective lessees to justify expenditure of funds for renovation and procurement of necessary equipment and should be assigned a high priority.

In these instances the lessee should be required to assume responsibility for providing starters, accounting for green fees and operate and/or supervise the pro shop under mutually acceptable contractual arrangements. This should not extend to the maintenance of the golf courses which should remain the responsibility of the Department.

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The Beach Chalet has recently been leased to an organization for complete renovation, rehabilitation and restoration on a long-term (30-year) lease. It will provide an excellent source of income for the Rec/Park Department on a continuing basis.

At the present time there are 49 concessionaire contracts in operation. A number of these leases are for dispensing prepared foods, drinks, etc., in parks and recreation centers. The income from these concessions is now producing revenue in excess of \$3 million per year. Funds from this source can be used to cover renovation, repair and improvement of the facility it supports such as the Japanese Tea Garden.

BEACH CHALET BUILDING

The Beach Chalet was initially opened for business as a dining room and bar in the mid-1930's. However, when the restaurant discontinued serving the public, the building was closed.

It was not until shortly after World War II that the building was again reopened for public use. At that time, it was rented to the Veterans of Foreign Wars. The rental fee was \$50 per month, plus 10% of all sub-rentals.

In September 1979, after a period of 20 years, the basic rental was increased to \$500 per month.

The Veterans of Foreign Wars continued to operate on a month-to-month rental and the Beach Chalet was put out to public bid in late 1979.

In 1980, the Recreation and Park Commission awarded a 30-year lease to Restoration Associates, an experienced and well-financed restaurant and bar operations group. The lessee is to refurbish the building and operate a first-class restaurant and bar open to the public, and will contribute an estimated \$1,000,000 in capital improvements in addition to the necessary fixtures to permit operation of the Chalet.

In March 1981, the Board of Supervisors and the Mayor adopted an ordinance approving the award of the 30-year lease. The refurbishing plans anticipate all work to be completed and the Chalet opened for business by July 1, 1982.

The minimum annual rental to be paid to the department will be \$75,000 versus a percentage of the total individual operations conducted on the premises by the lessee, whichever is greater. This is based on an agreed-upon formula which accelerates the beginning rate of 5% on the first \$2,000,000 of food sales by an increment of 1% per each \$1,000,000 increase in the volume of

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business annually from the sale of alcoholic beverages up to a maximum percentage of 8% when the gross receipts, identified above, exceeds \$4,000,000 per annum.

In addition, the lessee will pay to the department 5% of the gross receipts from revenue earned from all other operations within or on the premises, including, but not limited to, vending machines, catering service, carry-out food and similar functions.

KEZAR STADIUM & PAVILION

Another facility that should be given priority attention for leasing is Kezar Stadium and Pavilion and the adjoining parking lot. These facilities are far too valuable to be allowed to remain idle with the resultant tendency to accelerate deterioration of buildings and fixtures, to say nothing about the added invitation to vandalism.

It is strongly urged that the present emphasis on leasing this valuable property, either in whole or in part, be energetically pursued. Considering the lack of off-street parking in the area, it seems that if this portion of the complex, with minimum expenditure of funds, could be fenced, lighted and manned to ensure proper protection of vehicles, it should prove profitable as a small business venture for a lessee, bring needed revenue to the department and be beneficial to the general public and businesses in the immediate vicinity. It is anticipated that a lease covering the parking lot will be negotiated prior to June 30, 1981.

Instead of being a "White Elephant" on the hands of the Department, Kezar Stadium and Pavilion should be a self-supporting athletic oriented complex that has all the necessary supporting facilities in place.

E. PLANNING AND DEVELOPMENT DIVISION

The program for the Planning and Development Division assigns to it the responsibility for development and planning necessary to renovate San Francisco's existing parks and recreation facilities and to acquire and, where appropriate, develop new properties with particular emphasis on the "high need" neighborhoods designated in the City's Comprehensive Plan.

Under the supervision of the Executive Assistant to the General Manager, the Plans and Programs Section of the Department is charged with the long range planning for all aspects of departmental activities, administration of all capital projects, coordination of efforts to secure outside support for the department (including grants, corporate donations, Friends of Recreation and Parks and volunteer activities), outreach and

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public relations activities.

In addition to the Executive Assistant, the staff includes the Golden Gate Park Planner, the Grants Administrator, the Coordinator of Special Projects and the Public Relations Office.

A significant amount of staff time is devoted to working with other city departments and activities, other levels of government and citizens interested in Rec/Park activities. The City Charter mandates that all capital projects be accomplished under the auspices of the Department of Public Works (DPW); therefore, that Department is intimately involved with all capital projects affecting the Rec/Park Department.

IV. RECREATION FACILITIES

A. JUNIOR MUSEUM

The Josephine D. Randall Junior Museum is located on Corona Heights overlooking the City. This is a spacious building containing many meeting rooms and an auditorium, a large room where small wild animals are cared for and studied, and class rooms. Activities in the building are basically geared to children, although there are some classes for adults.

The range of activities is quite astonishing. Shop classes are woodshop for all ages, designing and building projects for the Museum (many items for the animal room), model boats, and the building and use of alternative energy forms, such as solar energy cookers, water heaters, and work on the Museum's windmill. There are Science classes in chemistry, birds and animals, geology, seismography, biology, astronomy, gems, gardening (including hydroponics), dog care and training, and wilderness survival. Other activities include the study of bees, a stamp collectors club, and occasional classes in elementary guitar and recorder.

There is a new program of computer training located in the Mandas Science Room. Money to buy two additional Apple computers will be raised by the sale of part of the Museum's stamp collection. Plans were to have three children training on each machine; but the program sign-up turned out to be wildly successful, almost 4 times the number expected, and they will soon have 2 or 3 more machines as well as more display screens. This is the only computer program of its kind in San Francisco.

The department now has two Naturalists for the Junior Museum, and one of them will spend 14 weeks of the summer at Camp Mather.

The San Francisco Youth Learning Employment Project has placed a high school student in the Junior Museum to work 4 hours

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a day.

B. ARTS AND CRAFTS

The Arts and Crafts Division operates an extensive program which includes painting, ceramics, leaded glass, sculpture, jewelry, macrame and weaving, printing and graphics, and puppet making. These classes have a long history of moving. Some years ago, they were located in the Sharon Building in Golden Gate Park. After that was gutted by fire in 1974, they moved to the Fleishacker Building in the Zoo area. Then early in 1981, they moved again to the Junior Museum, a move made necessary by the Waste Water Project which is expected to have a heavy impact on the Fleishacker area.

Restoration work on the Sharon Building is in progress, and is expected to be completed in 1984. The exterior of this building has landmark status, but not the inside. This fact allows the City to modernize essentials like plumbing, wiring, heating, etc., and to move walls if need be.

The cost of the move from Fleishacker to the Junior Museum was estimated at \$23,000. The move involved making the basement area of the Museum suitable for activities with proper electrical service, plumbing and ventilation. Then when the Arts and Crafts moves back to the newly-restored Sharon Building, the Museum will be able to expand its activities by utilizing the remodeled basement.

It is appropriate here to applaud the dedication of Miss Betty Jean Bowden, Recreation Supervisor of the Music Division. During Mr. Fitzpatrick's vacation absence, she assisted Mr. Martin Greenlaw, Principal Recreation Supervisor; she also conducted the Stamp Collectors class at the Junior Museum, and cataloged the Museum's stamp collection in preparation for selling parts of it to finance the purchase of the new computers.

During the first summer session of 1980, 410 children attended activities at the Junior Museum and 440 registered for the second. The total attendance for the Museum during Fiscal Year 1979-80, including all the visiting summer camp groups, was over 6,000 individuals.

C. PHOTOGRAPHY CENTER

At the Harvey P. Milk Recreational Arts Center, the Recreation and Park Department operates a fine photography center which offers 40 enlargers, mounting presses, cutters, washers and dryers, a large darkroom and a film processing room. It has an excellent portrait studio available to all members, a large auditorium for lectures, classes and camera club meetings, and a

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comfortable well-stocked library as well as a good deal of display space.

All this is available to the public for a nominal membership fee which is half-price for senior high and college students under age 18 and senior citizens. Non-residents are welcome at 25% over regular rates. Memberships can be purchased for six months or a full year, and a free orientation class is required prior to acceptance of membership.

This center is so well equipped and so well operated that Kodak has written a book about it.

Mr. John Giosso is the Director, and he and Joel Robinson are the only full-time permanent employees at the Center. There are 13 part-time people (they recently lost two), only two of whom work six days a week. Some work only one or two days a week, and the average daily staff is five people.

D. MUSIC

Musical programs include classes in guitar, ukulele, flute, recorder, rhythm bands, and group singing for children, teens, adults and seniors. The Department operates a Recreational Symphony, the Golden Gate Park Band (professional), the Tillmany Light Orchestra (chamber music), a dance band (Big Band), an opera workshop and an adult chorus. Classes are conducted at various Rec-Park locations throughout the City, and are either free or charged a very nominal fee.

Betty Bowden, Music Supervisor, covers all areas of the above.

The Adult Recreational Chorus consists of 40 members directed by Adrian Horn and is run strictly by volunteer help with Mr. Horn donating all his own time. In January, the Department was able to put him on the payroll as a "part-time" worker in order to provide a small stipend with which to purchase music. The chorus sings at various locations including the Hearst Court at the deYoung Museum, City Hall, Herbst Hall, and on an occasion in December at Davies Hall.

The Recreation Symphony acquired a new director in November 1980, Mr. Alan Yamamoto, a graduate of U.C. Berkeley, a fine musician with a pleasant personality. It should be noted here that personality is an important factor in choosing leadership for such programs. Most of the participants are amateurs, a word derived from the Latin "to love." These people participate in the programs "for the love of it," and not to attain a degree of professionalism. The Department is to be commended for its sensitivity to this fact.

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Through the third quarter of this fiscal year, 182 music classes were held. Eighty-three of these, 45.7%, showed an increase in attendance.

D. DRAMA AND DANCE DIVISION

This division is headquartered at the Harvey P. Milk Recreational Arts Building at #50 Scott Street which houses the Photo Center and the Music Division.

The division, supervised by Mrs. Charlene Nichols, presents a fine opportunity for children, teens and adults to learn basic skills in these areas. There are classes in all forms of dance including ballet, tap, ballroom, folk dancing for children and adults, disco for teens and adults, square, jazz and belly dancing, and space is provided for an Afro-American group.

The drama groups provide skits and plays for Christmas and other holidays and festivals as well as other entertainments such as the Renaissance Faire. A recent major triumph was a production of "Aladdin and His Lamp" by the Upper Noe Drama Group. These programs are presented at recreation facilities throughout the City.

A new adult drama class was begun in March, sponsored by the Drama and Dance Advisory Committee. This committee also provides trophies and prizes for various events within its scope.

The Division maintains all the costumes used in these presentations. They also provide all of the costumes for the City Hall Christmas Carol programs, all the City-wide programs and all the Santa suits. Some of these events require costumes for 130 children. The Costume Section makes, maintains and stores all of these. Each piece must be cleaned and pressed after each use. At present, there are 17,243 separate costume pieces of which more than 5,000 are used each year.

The bulk of this work falls on the capable shoulders of two dedicated women, Edna Caywood, the seamstress, and Esther Comeaux, the laundry worker. These two women bring enthusiasm, creativity and much expertise into their jobs every day, and they are to be commended.

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E. DAY CAMPS

As soon as school is out, it's Day Camp time. The San Francisco Recreation and Park Department sponsors a number of day camps. A bus picks up children from their own neighborhood playgrounds and takes them to various campsites. Fees range from \$40 for a three-week session to a flat \$12 per week, and include transportation to and from the playgrounds, hot lunch and a snack.

Sound System Plus: A new day camp emphasizing music and photography, at the Harvey Milk Center, #50 Scott Street. Kids 7 to 12 will learn to read music and play a choice of instruments. There will be singing, musical dramatics and making simple instruments. In photography, they will learn how to take good pictures, develop and print them. This program will have three three-week sessions at a cost of \$40 per session. Session #1 serves children from Eureka Valley, Glen Park, Sunnyside, Upper Noe and West Sunset Playgrounds. Session #2 will serve children from Fulton, Hamilton, Moscone, Richmond and Sunset. Session #3 will serve children from Joseph Lee, Ocean View, Portola, Potrero Hill and St. Mary's.

Pacific Art Camp: This one is held at Jackson Playground on Arkansas Street between 17th and Mariposa, and offers children 7 to 12 such activities as drawing, painting, crafts, music, drama, dance and games. (The Pacific Art Camp was formerly located at the Fleishacker Building which is presently closed because of the Waste Water Project. Jackson is newly renovated.) Pacific Art Camp also has three three-week sessions at \$40 per session which includes transportation, hot lunch and a snack. Session #1 serves children from Fulton, Hamilton, Moscone, Richmond and Sunset Playgrounds. Session #2 serves children from Joseph Lee, Ocean View, Portola, Potrero Hill and St. Mary's. Session #3 serves children from Eureka Valley, Glen Park, Sunnyside, Upper Noe and West Sunset.

Silver Tree and Pine Lake Day Camps: Silver Tree is located above the Glen Park Playground at Chenery and Elk. Pine Lake is near the parking area at the west end of Stern Grove. Both of these camps have ten week-long sessions at \$12 per week. Various playgrounds are scheduled for various sessions, and many have more than one session. Again, the fee includes transportation, lunch and snacks. Activities for both include hiking, games, crafts and cook-outs, and Pine Lake also has fishing and swimming. Both camps have a special campfire night on Thursday evenings when parents are invited for a cook-out and some singing.

The Department estimates average weekly attendance at Silver Tree to be 180 per week, and 90 per week at Pine Lake. Since Pacific Art Camp is in a new location and Sound System Plus is a completely new program, these two are an unknown quantity.

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F. SENIOR CITIZENS' PROGRAMS

There are two major Senior Centers: Golden Gate on Fulton at 37th Avenue, and Yerba Buena at 1111 Buchanan. While these locations are exclusively for the use of senior citizens, there are 23 other groups at playgrounds and recreation centers which also serve other uses.

Golden Gate is a real show place. It's a recycled building, once having been the Police Academy. This building had been vacant for some years when Mr. Leroy Vain passed away and left the City enough money for the complete refurbishment and furnishing the building for use as a Senior Center. Mr. Vain had spent a good deal of time playing cards at the Golden Gate Park Shelter and left this generous bequest for the benefit of those seniors who would come after him.

The newly-restored building was formally dedicated on July 31, 1980. The main floor has a large open area for information tables and bulletin boards, a fully-equipped kitchen, two card rooms, two offices, and a library/study room. The lower level has a large dance floor which can also be used as a dining area or a lecture hall, a stage, dressing rooms, another kitchen, and an arts and crafts room.

The whole place is painted in cheerful colors and is well-furnished. Behind the building is an exercise "par course" designed for cardiac patients but used by many others - a very pleasant wooded area with plenty of resting places. The building is definitely a high-use area with hundreds of people coming and going all the time.

The Golden Gate Senior Center boasts 800 members, 600 of whom are "active." The membership "ceiling" is 900. As an example of the building's use, during March, 1981, it was used by 3,053 people, and the classes offered were attended by 870.

Mt. Zion Hospital has donated \$7,500 for the installation of a Conversation Pace gamefield at Hamilton Park, a walking course designed specifically for senior citizens. (From the Commission minutes, 3/12/81).

At Cayuga (at Cayuga & Naglee streets) playground there are three senior groups which meet on Mondays, Tuesdays and Fridays. These groups meet in the mornings because the facilities are used for children in the afternoons. There are so many seniors in these areas that the groups consist of 180 people each, which is the limit for facility use at these locations.

The Center at Joseph P. Lee playground is in imminent danger of closing due to the high incidence of personal violence against

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the aged as they come and go. This would be a great loss to the Bayview area because it's the only place conveniently located for the seniors. For most of them, that center is the only social activity available, and as gerontologists have long known, social contact is essential to the physical and mental well-being of the aged. Without it, people tend to withdraw and become reclusive, uncommunicative and generally debilitated. If a Senior Escort program could be implemented in the area of the Joseph P. Lee Playground, it should certainly be done.

The Yerba Buena Senior Center at 1111 Buchanan had 632 visitors during the year and total class attendance of 1,461. The Center is located in an area controlled by the Housing Authority. Mr. Fitzpatrick has observed that the Ella Hill Hutch Center located across the street may conduct a senior citizen program. If this center draws clients away from Yerba Buena, it might become necessary to close the Senior program in the Housing Authority building.

This City is blessed with a 20% population (137,000) aged 60 and over, twice the national average. Those who make use of the Recreation and Park programs enjoy such wonderful events as the annual Senior Prom attended by 900 this year, and co-sponsored by the San Francisco Federal Savings. There are parties for all occasions: St. Patrick's Day, Hannukah, Valentine's Day, and other holidays; they have gone camping at Camp Mather; they enjoy choral singing entertaining visiting senior groups, taking tours, celebrating birthdays and life in general.

Recently, Mr. Fitzpatrick and Al Levy met with Mr. Allen Davis who hopes to promote a "Senior Olympics" next year. They are assisting Mr. Davis in getting support for this event which will be open to all seniors in the nine Bay Area counties, and they hope to use Kezar Stadium for it.

G. TINY TOTS

Tiny Tots programs are for small children age 2 1/2 to 5 years. These are held at 27 of the City's playgrounds two or three days a week depending on demand in the area.

Programs consist chiefly of games, simple arts and crafts, music, lots of play and general socializing.

The Department has 54 programs, 11 of which have increased attendance through the third quarter of this fiscal year.

H. HANDICAPPED SERVICES

San Francisco's handicapped population is indeed fortunate to have such a broad range of activities and programs directed by such dedicated people as Supervisor Don Ybaretta, and Recreation

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Directors Jan Gloe, Joel Robinson and Marty Heer. Mr. Robinson has recently transferred to the Photography Center but he continues to keep an interest in the services to the handicapped.

Classes in the form of day camps are held at playgrounds and schools in ceramics, jewelry, music, dance, drama, art -- all the things that everyone enjoys. Jackson Playground was renovated last year and reopened for twice-a-week programs in December. The Midtown Terrace Programs operate five days a week. They had a big Halloween party, a Spring Disco, Hands Across the Bay dances with groups from surrounding counties, and other social activities.

In July of 1980, Joel Robinson began an equestrian program of basic horsemanship. A group of 50 people was taken by Muni bus to a ranch in Fremont one day a week for five weeks. Later in the year when a larger group visited Camp Mather, it was a great thrill for those 50 people to show off their new skills.

In September, Jan Gloe began a gardening project at Potrero Hill which was expanded to the greenhouses at Laguna Honda.

Don Ybaretta started a new project for the blind entitled Project In-Sight which had 75 members in December.

Ski trips were conducted in February and March for retarded adults and children under the sponsorship of Special Olympics, and the cost of the March Trip was covered by the Shaklee Corp. Under this program, a total of 98 people were able to spend five days in the snow and learn to ski.

The Special Olympics are the biggest events held for the handicapped, and there are four seasonal Olympics through the year sponsored by Special Olympics, Inc. As of February 1981, 420 people were enrolled for the Special Olympics games to be held in Los Angeles, and the staff expects the total to exceed 500. This is nearly 43% over the normal registration of about 350. This increase does not reflect an increase of disabled people, but it does point to a great increase in involvement and interest in the programs.

Bowling and track practice sessions are held weekly, and participants work very hard to make a good showing at the Special Olympics. Best of all, there is a fantastic response from the business community when the call goes out for people to lend a hand. The working public seems to respond to this as to no other event, and no one leaves a Special Olympics without a sense of achievement.

In its work with the handicapped, education is not the primary objective of the Rec-Park Department. Instead, it strives to provide them with the same opportunities for pleasure and satisfaction as the rest of the public. The Department and

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the Special Olympics prove to these people that they can participate, create, achieve and enjoy the same activities as the rest of the public though possibly on a different level.

Through the third quarter of fiscal year 1980/81, there were 14 activities or classes, 7 of which have increased numbers of participants.

I. FACILITIES AND SPECIAL EVENTS

The facilities under the Cultural Division are Stern Grove (Concert Area), Golden Gate Park Band Shell, Embarcadero Park stage, Union Square stage, Josephine D. Randall Junior Museum (now also housing the Fleishacker Art Studio), and the Harvey Milk Recreational Arts Building which houses the Music, Drama and Dance and Photography Divisions.

Special events operated by the Cultural Division include Opera in the Park (one large event presented by the San Francisco Opera); the weekly band concerts in Golden Gate Park, San Francisco's Birthday, various national celebrations including United Nations Day, several art shows, the Sigmund Stern Summer Concerts, and the Brown Bag Opera which is presented in various areas at lunch time.

Funding for all these special events is provided from property taxes, hotel tax, or by private funding.

V. RECREATION ANALYSIS

A. SUPERINTENDENT OF RECREATION

The Recreation Division is, "like Caesar's Gaul," divided into three parts: Community Service, Cultural Activities and Athletics and Aquatics. Superintendent Fred Reid is responsible for approval of all programming and for personnel in these areas, as well as Permits and Registrations. The Assistant Superintendents in charge of the three divisions report to Mr. Reid.

In addition to maintaining operation in these areas, Mr. Reid's office must also deal with the necessity of closings. Criteria for closings are: (1) participation; (2) scarcity of neighborhood facilities; (3) what kind of program is currently in effect and how used; (4) what kind of cooperation comes from the neighborhood people.

Mr. Reid's office has a community recreation advisory program which gives the Department valuable input from the neighborhoods. He has had meetings with everyone to get new ideas for the 1980's instead of repeating all of last year's

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programs and this helps to avoid "rubber stamping."

One of Mr. Reid's problems is dealing with neighborhood demands, not only for continuance of old levels of programs, but wanting to add all kinds of new ones. People are not willing to substitute one for another(they want both, which is unrealistic).

Vandalism is a serious problem for the Rec-Park Department. It almost seems that vandalism has become the recreation. Repairs at Koffman Pool in Visitacion Valley cost \$20,000 last year when someone broke into the building and smashed all the underwater lights. Now there is an alarm system in the building, but there has been so little activity at Koffman Pool that the Department almost closed it.

Mr. Reid described a brand new facility in the Western Addition at Golden Gate and Turk Streets. It was built by Redevelopment at a cost of \$3 million, all modern and beautiful, but a terrible building for the area. It was simply built for the vandals. Lights are within arm's reach, water control valves are visible and easily wrecked, there are no drains for landscape plantings, etc. It would cost \$750,000 to make it safe. The YMCA was the contract operator of this place; but now Redevelopment wants the Rec-Park to take it over, and they don't want it. The building would require an armed presence. People can't use it without fear, and won't allow their children to use it.

Mr. Reid expressed the need for a better Public Relations campaign to promote the Department's programs, specifically to provide the public with better knowledge of what is available from City-provided programs.

B. ASSISTANT SUPERINTENDENT OF RECREATION, CULTURAL ACTIVITIES

The goal of the Cultural Activities Section is "to provide a broad variety of cultural recreational opportunities for participants of all ages in such areas as music, photography, arts and crafts, drama and dance, day camps, the Junior Museum; activities for the handicapped, senior citizens and tiny tots; to issue permits for facility uses and process reservations and rentals."

PROGRAM OBJECTIVES

(1) To increase the number of cultural activities per staff hour.

This has been accomplished by some highly creative scheduling of staff time. A tennis or crafts instructor schedules a few hours or less at various locations instead of

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remaining at one location for a full day.

(2) To increase the number of participants per each activity conducted.

This is achieved largely by word-of-mouth by the participants, by literature developed by the Department, and by an "outreach" program wherein department people visit schools, day care centers and senior groups with information about the many programs available to the citizens of San Francisco.

(3) To increase the revenues collected from rentals and fees.

This was accomplished by the Recreation & Park Commission during 1981. The increases were long overdue. This has always been an emotion-charged subject, and the Commission handled it with great sensitivity to these times of inflation and hardship for the low-income segment of the public; care was taken to provide "free days" in all areas. The rental and permit increases were kept to a minimum, and only partially made up for increased costs which have not been compensated in the past in spite of the rapid inflation and the severe impact of Prop. 13.

(4) To increase the public awareness of the existing cultural opportunities offered by the Cultural Activities Section.

Foster & Kleiser Outdoor Advertising Co. has donated seven or eight billboards promoting the Department's Summer Program, to be displayed during the month of June. This donation is valued at approximately \$3,000. Well-designed literature is distributed in public areas such as the libraries, schools, senior and neighborhood centers, and members of the Department are also highly visible in these areas with information. Printed guides for tourists include items of interesting places to visit.

Superintendent Leonard Fitzpatrick is a walking advertisement for the Recreation & Park Department. He displays great enthusiasm for every program and takes the greatest pride in the smallest expansion of activities made possible by more creative uses of staff time. He is generous in his praise of the people in his department, and these people respond with renewed efforts in their work, often putting in their own time just to help a project to go more smoothly.

The staff involve themselves in many of the Department's activities. Last November, they prepared and served a Thanksgiving turkey lunch to handicapped adults. This Committee feels certain that no such area is included in any job description for department employees, and that the extra measure of work by each person is responsible for the continued high quality of every area of the department. It is typical of the

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high degree of dedication that we found throughout.

This kind of enthusiasm expresses itself well to the public, and some very important donations to the department have been made by the public and private sectors of the City. Another example of this is a 15-passenger van donated by the Koret Foundation to the Golden Gate Senior Center.

PERMITS, RESERVATIONS AND RENTALS

Mrs. Bernice Rogers has handled this section for almost 12 years. Permits for facility uses are issued here for fiestas, church picnics, family reunions, weddings, demonstrations, marathons, shows and religious celebrations such as the annual Hare Krishna Juggernaut procession in Golden Gate Park. She also makes all arrangements (except booking) for the many and varied uses for Sigmund Stern Grove, including the Midsummer Music Festival, ten free Sundays of everything from the Preservation Hall Jazz Band to opera and ballet. The season opened on June 21 with an all-Beethoven concert. Bookings for such events are handled by Festivals, Inc.

Buildings available for rental include Coit Tower, Hall of Flowers, Lake Merced Boathouse, Harvey Milk Recreational Arts Center (rehearsal halls and the Photo Center Hall), Josephine D. Randall Junior Museum Auditorium, Stern Grove Clubhouse and Wawona Clubhouse. These are available on a sliding scale of fees according to attendance. There are also 141 areas in the City's parks and squares for which permits are issued to groups.

The department has previously been subject to lawsuits stemming from the issuance of permits and the rules by which they were bound. Since early in 1981, the department has been working with the City Attorney's office to refine their regulations and rules for permits. They have come up with a new set which will be clean and current, and have brought the rules into line with the new park code which is soon to be adopted.

The Department's rental revenue objective was found to be unrealistic (\$86,757 in fees for the year), and they have reduced the estimate for Fiscal Year 1981-82; also, fees were raised on April 1, 1981. Total revenue received through March 1981 was \$39,907. With an objective of 2,000 permits for the year, they have issued 1,907 or 95.4% of goal and with another full quarter to go, they should easily surpass their goal.

C. ASSISTANT SUPERINTENDENT OF RECREATION, COMMUNITY SERVICES

As Assistant Superintendent of Recreation and Program Manager of the Community Services Division, Mr. Peter Ashe is responsible for the implementation of the goals and objectives of

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the program as discussed in detail below:

Program Goals:

1. To provide a balanced recreation experience at the neighborhood level to communities indigenous to 71 recreation units located throughout the City.

To offer recreational opportunities to all age groups from 2-1/2 year olds to senior citizens and achieve a proper balance in programs offered between athletically, culturally and socially oriented activities.

2. To maintain constant supervision during published hours of operation in order to insure safe, harmonious use of the facilities by the public.

To offer maximum staffing and maximum hours of operation during school release time with intense attention to the 14 weeks of annual school vacation.

Program Objectives:

Structured Programs:

- I. A. To conduct 4097 pre-school events with 86,680 participants (11%).
- B. To conduct 20,487 youth events with 433,400 participants (55%).
- C. To conduct 4470 young adult events with 94,560 participants (12%).
- D. To conduct 5960 adult events with 126,080 participants (16%).
- E. To conduct 1862 senior citizen event with 39,400 participants (6%).

RECAP:

EVENTS	PARTICIPANTS	PERCENT
4,097	86,680	.11
20,487	433,400	.55
4,470	94,560	.12
5,960	126,080	.16
1,862	39,400	.06
TOTALS .. 36,876	780,120	1.00.

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- II. A. To operate all 12 recreation centers on a seven-day, five night schedule.
- B. To operate 19 class A units on a seven-day, five-night schedule.
- C. To operate at least 28 class B and C units on a six-day, no night schedule with the following seasonal variations:
 - 1. 36 hours per week (Monday - Saturday) during the 14 weeks of school release time.
 - 2. 21 hours per week (Monday - Saturday) during the 16 weeks of Daylight Savings Time in spring and early fall.
 - 3. 16 hours per week (Monday - Saturday) during the 22 weeks of late fall and winter (early darkness).

Safe Operation:

- 1. To perform light maintenance work toward conditions on the premises that may constitute program impediments or safety hazards.

Outreach:

- 1. To achieve consistently effective liaison with local schools, churches and community groups and offer effective response to all reasonable concerns and program requests.
- 2. To mandate that each satellite advisory group meet at least monthly, in order to achieve sufficient community input as to desired programs.
- 3. To survey those areas which are intensely deficient in recreational services and establish outreach programs in said areas. Current examples are the Tenderloin, South of Market and the Mission Corridor.

Effective Supervision:

- 1. To mandate that the program manager (Assistant Superintendent) shall visit each and every unit within community services at least once during a three-month period.
- 2. To mandate that the four principal supervisors (Area Supervisors) visit each unit within their respective area at least once during every bi-weekly period.

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Intra-Departmental Coordination and Support:

1. To mandate that each satellite plan and carry out on specific Saturdays special outings to:

- A. A department swimming pool;
- B. The Zoo;
- C. The Josephine Randall Junior Museum.

Each satellite must achieve all three outings within the period of September 15 to June 15.

Definition of Scope:

Community Services is responsible for 79 units throughout the City. There are currently 61 staffed and operational. The remaining ten have been de-staffed since June 1978 due to the severe cutbacks caused by Proposition 13. In the two-year period from June 1978 through June 1980, Community Services sustained a 20% reduction in operating funds.

Due to the unique topography of the City, many immediately adjacent neighborhoods have starkly distinct characteristics. These variants can be based in ethnic, cultural, socio-economic values. The net result is that when broad sections of the City will have a district name, e.g., Mission District, there will be another district sub-community, i.e., Upper 24th Street, Lower 24th Street, Upper Noe Valley, Eureka Valley, etc. Since Community Services currently operates 61 units, there are in excess of 150 neighborhood groups. In many instances, the neighborhood groups literally compete for recognition as the exclusive representative for that neighborhood.

Given this often confusing and somewhat divisive situation, Community Services formed a network of community advisory groups. The Division mandates that one exist at each one of the 13 satellite headquarters and actually encourage formation of such groups at each of the 61 units wherever possible. They attempt to achieve a broad cross section representative of the advisory groups so that they include not only staff, but, adults and young adults as well.

While Community Services attempts to respond to the concerns and suggestions from the advisory groups, many of the aforementioned neighborhood groups meet regularly with administrative and supervisory staff to air their overall concerns regarding their neighborhood recreation units. Frequently, their concerns cover a wide gamut including programs, operational hours and maintenance. With a severely reduced budget and all neighborhoods clamoring for their fair share, these meetings are quite intense in nature.

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Community Services attempts to distribute as equitably as possible its limited staff time and resources on a city-wide basis. The size and complexity of the various units (e.g., recreation centers) dictate that such units receive a larger proportion of staff time and resources than smaller units of limited size (e.g., Larsen Playground).

Anti-Social Behavior:

Community Services field staff are trained in the areas of recreation and athletic leadership. They are forced to deal daily with the following social pathologies: wanton and willful destruction of Department facilities, drug abuse, alcohol abuse, a consistent questioning of authority of the staff as to proper conduct when on Department premises, and, in certain units, highly active gang concentration.

Both field staff and supervisory/administrative staff work on a daily basis with the San Francisco Police Department in attempting to control and modify these problems. Great progress has been made in this area due to two specific assignment orders from the Office of the Chief of Police.

1. Gang Task Force: These are specially trained and carefully selected officers with prominent skills in working with various gangs on a non-confrontation basis.

2. Special Park and Beach Squad: This squad is composed of a sergeant and three police officers, all of whom are carefully screened volunteers for this program. They report to Mr. Ashe's office on a daily basis. They use a saturation technique in dealing with problems at respective units. Mr. Ashe's office sets the priority for their special targets.

D. ASSISTANT SUPERINTENDENT OF RECREATION, ATHLETICS AND AQUATICS

The Assistant Superintendent of Recreation Division responsible for the Athletics and Aquatics Program is Mr. Hal Flinn. The goal of the Athletics and Aquatics section is:

To provide instructional and competitive Athletic and Aquatic programs for men, women and youths.

The objectives of the program are:

(a) To operate a diversified aquatic program including multi-level instructions, team competition, life saving, handicapped, special interest and unstructured activities.

(b) To offer City-wide athletic leagues, tournaments, special athletic events and instructional programs and clinics for youths and adults.

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At the present time there are 62 softball/baseball diamonds within the City as follows: Division "A" - 11; "B" - 19; "C" - 19 and "D" - 13. Included in this number are nine softball fields that, because of limited playing space, are reserved only for Women's teams and youths 12 years old and under. Some fields are classified for dual use by softball and baseball. There is a shortage of night-lighted softball diamonds. As a result, over 60 teams were denied entry into the spring Municipal Softball League which currently serves 425 teams. Slow Pitch and Women's Softball have become increasingly popular in recent years.

The Recreation Division has only six fields suitable for soccer which are totally inadequate because of increased interest in this sport. There has also been a major increase in athletic programming for females. While baseball continues to be primarily "male participant," women's programs/leagues now exist in a number of team sports including softball, volleyball, basketball, soccer and rugby.

In addition, there are multiple athletic programs for youths, including special events provided with the sponsorship of firms such as Pepsi Cola and ARCO. Athletic programming for the handicapped sponsored by Special Olympics includes activities such as Track and Field, Swimming, Bowling and Winter Sports. It is a very popular and worthwhile athletic project.

There are a total of 150 tennis courts located in the City. This is adequate to meet the current demand. The interest in tennis has apparently peaked accompanied by a reduced demand for court time. If more courts were lighted so as to permit night time use, better utilization of the facilities would result and more tennis tournaments could be scheduled. Furthermore, it would allow employed individuals to participate in the sport on other than weekends and holidays.

From a cost-effective viewpoint it would be far less costly to provide night lighting for some of the existing courts than to build additional ones. The same arguments apply to providing night lighting for more of the existing athletic fields and should be carefully evaluated before attempting to justify the construction of more playing fields.

At Sharp Park there is a small arms (Rifle & Pistol) range and an archery range. The Rifle/Pistol Range is open Wednesday through Friday afternoons and all day on weekends. It is used at other times by police and other law enforcement agencies and groups. The fees for the use of the range are very nominal. The supervisory personnel at the Range are highly qualified, responsible individuals who adhere to a high standard of safety precautions as attested to by an excellent safety record maintained over a period of several years. The archery range is used to a limited extent; it is not a very popular sport.

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The San Francisco public schools use the Recreation Division facilities such as athletic fields, tennis courts and swimming pools. However, to date the Board of Education does not permit reciprocal use of any of the school facilities such as gymnasiums. While they will rent the facilities to the Rec-Park Department for \$30.00 per hour, this appears to be very unfair. The discontinuance of the major portion of the school athletic program has added an unwarranted burden on the Recreation Division which needs to be corrected. This could be partially accomplished by transfer of funds to provide additional personnel and by making certain school facilities available to the Recreation Division, as needed, without cost. The Mayor did give the Rec-Park Department the sum of \$40,000 for staffing the pools used by the schools which indicates that the problem is recognized.

There are public gymnasiums in the Richmond District i.e., Roosevelt and Presidio Intermediate Schools and Washington High School, however, none are under the jurisdiction of the Recreation and Park Department. It would appear to this Committee that some of these facilities should be made available for use of the Recreation Division at times when not needed for school activities.

There are eight indoor swimming pools and one outdoor pool under the supervision of the Director of the Athletics and Aquatics section. The fees for the use of the pools are very nominal and do not restrict their usage, even though the fees were slightly increased recently. These facilities are, by and large, equitably distributed throughout the City and are adequately maintained. However, they have been plagued by vandalism in certain areas, such as Koffman Pool where all the underwater lights were broken last year -- at a replacement cost of \$20,000. Hamilton Pool used to be lighted at night, but someone ripped all the lights out of the protective cages. The King Pool has had continuous problems with the support system which has necessitated its closure for repairs at rather frequent intervals in the past.

The Aquatics section supports a number of special events and classes during the year. The events provide for early morning, noon adult and Sunday morning swims and Master Swim Teams. These events are held at designated pools at various hours of the day. The classes include: Pre-school and children's classes, adult lessons, recreational swimming and classes for the handicapped.

Advisory Boards in special interest areas such as softball, tennis and aquatics have, through their participation, been helpful in upgrading department programs. Community representation and participation in program planning increases the neighborhood citizens' interest in the activity and usually results in better understanding of the problems encountered by

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the Recreation and Park Department. It also is a source of constructive ideas and expanded usage of the facilities so as to more fully coincide with the desires and needs of the community.

THE SAN FRANCISCO MARIONETTES

The San Francisco Marionette Synchronized Swimming Team, under the auspices of the Recreation and Park Department, was formed in 1957 by former national swim star, Marion Olson Kane. In 1954, Mrs. Kane broke the Women's Golden Gate Swim record with a time of 24 minutes, 42 seconds. After twenty-seven (27) years that record still stands today!

Marion Kane formed the Marionettes in 1957 with four girls under the direction of the late Mrs. Helen Center, former Supervisor of Aquatics for the Recreation and Park Department. After training together for only two months, this team placed sixth in the 1957 National A.A.U. Outdoor Championships.

Since 1957, the Marionettes have travelled extensively and have competed or exhibited throughout California and in nearly 50% of the states in the union, as well as several provinces in Canada.

In March 1972, the Marionettes participated in the Educational and Cultural Program sponsored by the State Department during a five-day visit to Panama. An extract from a Department of State Message is quoted below:

"The Marionettes are a rigidly selected squad of highly disciplined swimmers who...remain unspoiled and attractive in their representation of their swimming club, their city and their country . . . Everything they did in Panama during the five days of their visit reflected high credit on the United States."

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VI. DEPARTMENTAL ANALYSIS

A. GENERAL COMMENTS

It is the consensus of the members of this Committee that a majority of residents of the City and County of San Francisco do not realize the unprecedented quantity and quality of activities, facilities and programs available to everyone, from pre-kindergarten to senior citizens and the handicapped through the operation of the Recreation and Park Department.

Furthermore, many of these varied activities and programs are provided to the public often without any direct costs. In those instances where fees are charged, they are kept to a minimum so as not to deny to anyone the privilege of participating and enjoying them to the fullest possible extent. The community is indeed fortunate in having this well-organized and "people-oriented" department available for their use and enjoyment at a minimum or no direct cost to the participant.

The Recreation and Park Department has its share of problems, many being common to all or nearly all of the other city departments and activities. For this reason, the common problems cannot be corrected unilaterally, but must be resolved by consultation and cooperation with the other activities involved in seeking solutions.

There are other problems that can only be resolved by amendment to the City Charter.

A review of the FIRM program as of the end of the third quarter showed a wide variance in the results obtained and/or recorded. It is not believed that sufficient emphasis and follow-up is being conducted to ensure full advantage of the management tools represented by its use. The program is not fully accepted in all its phases by all operating personnel and in some instances seems to be receiving mostly lip service. It is believed that in many cases it is too detailed and thus generates too much information that is not necessarily relevant to the operation and, therefore, is being bypassed. A more streamlined and tailored FIRM program to meet this particular operation would increase its usefulness and would ensure better acceptance with a corresponding effective use by the operating personnel.

B. OPEN SPACE

The Open Space Fund established in 1974 by Charter amendment created a 15-year program. This fund has contributed immeasurably in renovating Recreation & Park facilities, long the victim of deferred maintenance. The formula for the distribution of the fund provides that the first 25% of the funding shall be

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used to renovate existing Recreation and Park units. During the seven years the program has been in operation, a significant amount has been earmarked for the acquisition and development of the badly needed parks in those neighborhoods designated as "High Need" in the City's Comprehensive Plan for Recreation and Open Space. The Open Space Fund should be continued for the remaining years of its life as provided under the Charter amendment. However, there should be a substantial reduction in the expenditure of funds for the acquisition of additional land since that has carried a high priority to date, and it is believed that most of the available properties suitable for use of the Department have been identified and procured.

It is recommended that during the remaining years that the Open Space Fund is in operation that greater emphasis be placed on renovation, development and improvement of open space already acquired. This change in direction could probably be done by action of the Board of Supervisors without a Charter amendment.

B. CONCESSION FUND

The Concession Fund was established in March 1973. The formula for distribution of the funds generated provides that the 10-year average of revenues prior to the inception of the Fund should continue to go into the General Fund. This amount is \$1,005,000, the intent being that revenues in excess of that figure be earmarked for use of the Department. The ear-marking of funds is not necessarily concurred in by all elements, some being of the opinion that all revenues should be deposited to the General Fund. It is the opinion of this Committee that any and all revenues generated via concession leases in excess of the amount stated above should continue to be made available for the improvement and maintenance of the Recreation & Park Department.

Since the Department has been able to use these funds, it has been very beneficial in offsetting the reduction in funding as a result of Proposition 13. It has been instrumental in providing funds for facilities improvement, equipment and vehicle repair, the purchase of new equipment, etc., which could not otherwise have been accomplished.

It has one other beneficial effect in the imposition of fees and rentals; when the public knows that a portion of the monies paid into the Department will be retained for its use, the objections to such fees is largely dissipated and accepted without adverse criticism.

D. STANDARD EMERGENCY OPERATIONS

In the event of a major disaster and upon implementation of the Recreation and Park Department Emergency Preparedness Plan, the personnel are divided into two groups based on the support function to be performed. All Park Division employees are

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directed to report to the Corporation Yard, Golden Gate Park, and will be assigned to the Director of the Department of Public Works to be utilized under his direction and supervision. The Recreation Division employees are instructed to report to the Director of Social Services to assist in providing such recreational support as determined to be appropriate and available subsequent to an emergency.

The Standard Emergency Plan was reviewed and updated in February 1980. On March 31, 1981, the key Park Division personnel were briefed by the Assistant Superintendent of Parks on their responsibilities and directed to instruct their subordinates accordingly.

During the month of September 1981, the key personnel of the Recreation Division will receive a briefing by representatives from the Department of Social Services and American Red Cross familiarity with the operations plan to be implemented in case of an emergency. The personnel of the Recreation Division who participate in the training session are responsible to instruct the subordinates under their supervision. Steps have been initiated to ensure that there will be an annual update of the plan in the future.

The present Standard Emergency Operations Plan is considered adequate to meet the minimum requirements placed on the Department, provided the necessary instructions and briefings are disseminated to all levels of the organization.

Inasmuch as both the Park Division and the Recreation Division personnel will function under the direction of the Directors of other City Departments in an emergency, in a supporting role to those departments, no specific operating plans can realistically be prescribed by this Department.

COMPARISON OF RECREATION AND PARK DEPARTMENT PERSONNEL STRENGTHS FOR FISCAL YEAR 1976-77 and 1980-81

	1976-77		1980-81	
	Perm	Temp	Perm	Temp
Golden Gate Park	130	7	102	15
District Parks & Squares	143	0	102	16
Structural Maintenance	100	6	97	7
Athletics/Aquatics	43	184	46	86
Community Services	79	90	72	90
Cultural	39	62	44	62
Administration	52	20	48	21

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Zoo	36	8	55	16
Candlestick	5	10	12	5
Yacht Harbor	6	3	7	6
Camp Mather	1	42	1	42
Golf	68	3	37	3
Open Space	2	0	0	0
CETA	0	140	0 (FTC)	43
Title II	0	42	0	0
Permanent Exempt	0	25	0	25
Reforestation	0	0	0	2
TOTAL	704	642	623	439

You will note that there has been a reduction of 81 permanent and 203 temporary positions during this period for a total of 284 employees.

COMPARISON OF REC-PARK DEPARTMENT BUDGETS FOR FISCAL YEAR 1976-77 AND 1980-81 SHOWING SOURCES OF FUNDS

FY 1976-77

SOURCES OF FUNDS	AMOUNT	PERCENT
Property taxes	\$ 20,508,183	68.17
State Grants	960,000	3.19
Federal Grants	-0-	
Revenues generated	4,679,032	15.55
Contributions, gifts	414,623	1.37
Bequests	-0-	
Others - Candlestick	968,365	3.21
CETA	2,154,571	7.16
Title II	398,007	1.32
TOTAL	30,082,791	99.97

FY 1980-81

SOURCES OF FUNDS	AMOUNT	PERCENT
Property taxes	\$ 15,245,036	44.29
State Grants	682,850	1.98
Federal Grants	3,057,114	8.88
Revenues generated	8,034,101	23.34
Contributions, gifts	243,359	.70
Bequests	31,060	.09
Other - Revenue Sharing	4,912,500	15.27
Hotel Tax (Candlestick)	1,992,919	5.79

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CETA	199,736	.58
Title II, L.P.W.A.	18,716	.05
TOTAL	\$ 34,417,391	99.97

Of particular note is a reduction in property tax support of approximately 24% and an increase in revenues generated of approximately 8%.

E. MAJOR DEPARTMENT PROGRAMS:

- | | |
|---|--|
| (1) Athletics and Aquatics | (8) Candlestick Park |
| (2) Community Services | (9) Yacht Harbor |
| (3) Cultural Activities | (10) Golf Courses |
| (4) Golden Gate Park | (11) Zoo |
| (5) District Parks & Squares | (12) Planning & Development Division |
| (6) Structural Maintenance | (13) Departmental Administration & Business Office |
| (7) Family Camp Operations
(Camp Mather) | |

F. CONSOLIDATED 1980/81 BUDGET BY CATEGORIES OF EXPENDITURE

CATEGORY	AMOUNT	PERCENT
Personal Services	\$19,058,942	65.6%
Overhead	373,126	1.3%
Contractual Services	441,472	1.5%
Current Expenses	3,435,827	11.8%
Equipment	153,828	.5%
Capital & Facilities Maintenance	4,231,000	14.6%
Services Other Departments	1,376,595	4.7%
TOTAL . . .	\$29,070,790	100%

The budget reflects a labor-intensive operation represented by 65.6%, i.e., approximately 2/3 of the total budget.

The amount allocated for equipment, only 1/2 of 1%, appears exceedingly low and contributes to the problems encountered in this phase of the operation.

During the initial interview with the Civil Grand Jury, the General Manager, Tom Malloy was, asked, "What do you see for the future of your Department, say in five years down the road?" His

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reply was:

"The Department cannot foresee the temper of the voters. However, San Franciscans have a long and glorious history of generosity and defensiveness when it comes to their parks. We have been extremely fortunate in that respect in that the old families tend to remember us with generous bequests and assistance in crises. We have had the most wonderful cooperation from the employees of local corporations and companies in donations, park clean-up campaigns, etc. We believe that no other department receives so much benefit from the willing volunteerism of small groups from all local communities as does the Rec-Park. We do not foresee any slacking of contributions and assistance from the citizenry. Their support is invaluable. No public area can survive without such support."

G. PROBLEM AREAS:

Personnel recruitment and replacement policies are restrictive and time consuming.

The transfer of funds between various city departments, when authorized, appears to be unnecessarily complicated due to too restrictive and stringent regulations. It would appear that the amount of red tape could be reduced considerably without incurring a monetary loss due to the mishandling of funds. It often results in late payment to vendors which reduces the number of firms willing to do business with city departments. This in turn reduces competition and increases cost to the taxpayer.

Deferred maintenance, for many reasons such as priorities not under the control of the Department and the use of funds allocated for maintenance to meet emergency breakdowns, is a recurring problem. As the word "deferred" implies, it is too often postponed in order to meet more urgent emergency requirements.

The engineering support provided to the Department by the Department of Public Works is often delayed because it may not be assigned a sufficiently high priority. The Department of Public Works has city-wide responsibilities and must set their priorities to meet that responsibility which often results in what appears to be unwarranted delays in processing work order requests from the Recreation & Park Department.

Relationship between the San Francisco Unified School District and the Department regarding the use and sharing of facilities is not very satisfactory. When, due to fiscal retrenchment, the School District drastically reduced its athletic programs, it placed an unwarranted burden on the Recreation and Park Department facilities and personnel in an

RECREATION AND PARK DEPARTMENT

attempt to pick up the slack.

The Public Relations Office appears to be preoccupied with the preparation of internal announcements, schedules and stereotyped press releases at the expense of keeping the public more fully aware of all the numerous activities of primary interest to the citizens, but which is too frequently unknown to them. This office would benefit materially from the assignment of additional, qualified and public relations-oriented personnel.

There are certain operations and functions, which in the opinion of the committee, should be under the direction and control of the General Manager. For example, the repair facilities, the service station and the supply function (warehouse), all physically located in the Corporation Yard, exist solely for the support of the Rec-Park Department. However, these activities are under the control and supervision of the City Purchasing Department. These functions should be transferred to the Department along with assigned personnel.

Another area that we believe could be improved by transfer to the Department is the engineering support. The Department operation is sufficiently diverse and extensive to warrant a separate engineer staff to allow the responsible organization to determine priorities of work to be accomplished.

The Department of Public Works has excessive demands on its staff and must set priorities, other than emergencies, to conform to its workload, as well as available money and manpower. This limits the Department of Public Work's ability to respond to demands from not only the Recreation and Park Department, but also numerous other city agencies.

With engineering support under the control of the General Manager, it seems apparent to the Committee that response time in getting work accomplished would be materially improved and expedited.

It is realized that many of the problems encountered by the Recreation and Park Department cannot be resolved unilaterally because other city departments are involved and hence modification or changes in operation and/or procedures must occur as the result of compromise in many instances. Further, many of the operating requirements and procedures are dictated by the City Charter and cannot be readily changed. Included in this category are the following: (1) Civil Service Department support; (2) fund transfer between activities; (3) monetary limitations and restrictions; (4) slow payment of accounts; (5) priorities established outside of the department; (6) contract review and other legal matters; (7) the San Francisco Unified School District.

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Vandalism is a very serious, costly and continuing problem that affects the entire Recreation and Park operation; it defies solution under the present conditions.

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VII. RECOMMENDATIONS

It is recognized that some of the changes recommended are contrary to provisions stipulated in the City Charter, but that does not preclude them from being considered at the proper level of the local government.

The Civil Service Department does not provide the support required by the Department in a responsive manner -- too much time is lost in filling requests for replacement and/or new positions established from time to time. It is considered essential that that City Department be streamlined to more effectively improve its support function to all City departments.

It is the recommendation of the Committee that the Rec-Park Department be provided with adequate engineering staff and support facilities to ensure that more realistic and effective priorities can be established and work accomplished with less red tape and delay, and at a cost no greater than at present.

Equipment maintenance and repair, the service station and the supply support function are all located in the Corporation Yard, but are not under Department control. These facilities and activities are utilized for the sole support of the Department and organizationally should be assigned to and be operated by the Department.

It is recommended that the Public Relations Office be provided the additional facilities and personnel to allow it to become more effective in making the public aware of the innumerable activities and facilities available to the citizens and visitors to San Francisco, the CITY THAT KNOWS HOW!

It is recommended that during the remaining years that the Open Space Fund is in operation that greater emphasis be placed on renovation, development and improvement of the open space already acquired.

The present formula for the distribution of funds generated from concession operations in excess of \$1,005,000, which is mandated to be deposited to the General Fund, should continue to be used as at present for department projects as approved by the Rec-Park Commission.

It is considered desirable and justified that the cost of providing certain activities and functions that make recreation and/or services available to the public, on a voluntary basis should be partially offset by fees charged the users, and it is so recommended.

Likewise, facilities controlled by the Recreation and Park Department that lend themselves to public use, such as restaurant facilities at golf courses and such athletic facilities as Kezar

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Stadium and Pavilion, should be leased to competent businesses or entrepreneurs thereby generating funds to supplement the Department budget.

This does not imply that this is not being done now, but it is suggested that it be more energetically pursued in order to maximize this type of financial support.

It is not believed that charging a fee for certain activities will adversely affect the users to any appreciable degree. An example of this approach to the problem is the recent imposition of a moderate fee for visitors to the Japanese Tea Garden. It has not discouraged attendance; in fact, the contrary, is taking place.

It is recommended that the leasing of Kezar Stadium and Pavilion, including the parking lot, either in whole or in part, be assigned a very high priority and vigorously carried out.

It is recommended that every activity under Department control be carefully reviewed to insure that the Department realistically and vigorously continues to supplement appropriated funds during the austere period ahead, through leasing of facilities and the imposition of moderate fees where applicable, as determined by the Commission.

ACKNOWLEDGMENT

The Recreation and Park personnel from the appointed Commissioners, the General Manager and the Superintendents to the individual employees all exhibit very high morale, cooperation, dedication to their assigned tasks and genuine interest in the performance of their duties to continuously improve the Department in its responsibility to better serve the public. The esprit de corps throughout the organization is very obvious and seems to permeate all levels of the Department.

As members of the Civil Grand Jury, we were privileged to survey the Recreation and Park Department. We received complete cooperation from every person whom we contacted. Every request for information and/or assistance submitted to the General Manager or members of his staff was always cheerfully and graciously acted on without delay. This kind of cooperation made our assignment pleasant, interesting and productive.

Miss A. Jean Betha
Mrs. Phyllis M. Schaumburg
Col. Elmer M. Burns, Chairman

RECREATION AND PARK DEPARTMENT

VIII. BIBLIOGRAPHY

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6. Chronological Resume of Park Commission and Recreation Commission
7. Brochures, Recreation & Park Department

SAN FRANCISCO INTERNATIONAL AIRPORT

I. DESCRIPTIVE INFORMATION

A. BACKGROUND

San Francisco International Airport, municipally owned by the City and County of San Francisco, is operated as a department under the jurisdiction of the City's Airports Commission. It is a 100% self-supporting entity using no City-generated tax funds. The Airport generates revenues in the form of landing fees from airlines and rents from various lease agreements and concessions to cover all its expenses, including repayment of Airport Revenue Bonds.

Located in San Mateo County, between the Bayshore Freeway and San Francisco Bay, it is 14 miles and approximately 20 minutes travel time by car from downtown San Francisco.

It has been difficult to separate the need and development of the Airport from the ever-increasing demands caused by constant improvements to aircraft. The parallel growth of the Airport, and the aircraft using it, has continued for over half a century.

The Airport began operations in mid-1927 on 155 acres of leased pasture lands. Known as Mills Field, it offered a 1,700-foot graded dirt landing strip as a runway and a frame farmhouse-type structure which housed administration and operations offices, as well as a weather observation facility.

Today the Airport boundaries encompass about 5,200 acres of which 2,200 acres have been developed for commercial aviation use. The aircraft operations area contains approximately 1,200 acres. The remaining property consists mostly of tidelands that are utilized for approaches to the runways.

In the 1960's, the use of jet aircraft saw major increases in the number of people traveling by air; in 1960, 5 million; in 1970, 14.4 million; in 1980, 22.4 million air passengers used the Airport. In 1966, in an effort to establish a base for future planning, the management at San Francisco International Airport undertook studies of then-current and anticipated air travel. Early predictions of 16-18 million air passengers annually were

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quickly and dramatically outdated with the advent of wide-bodied jets and an unprecedented growth in air travel.

The San Francisco International Airport previously run as a department under the Public Utilities Commission since its origination in 1932, was changed in 1970, when San Francisco voters approved a Charter amendment establishing the Airports Commission. The Commission is composed of five members appointed by the Mayor for staggered four-year terms. The Commission was authorized to finance future Airport development through the issuance of Revenue Bonds backed solely by Airport earnings. After 1973, San Francisco voters passed a City Charter Amendment requiring a popular vote before Revenue Bonds could be issued. This subject will again be an issue put before the voters in November 1981, as discussed in another part of this report.

San Francisco International Airport is presently in the latter half of a program of development and improvement first conceived by the Public Utilities Commission in 1965. Construction work on this program was started in 1968. In 1970, the Airports Commission, on the basis of continuing evaluations of Airport needs, adopted an approved six-year, \$192 million expansion program - meeting the requirements of that time. Change and growth, however, soon forced a re-evaluation of these plans. Historically, over \$400 million has been invested in the Airport by the City and County of San Francisco. An additional \$82.44 million is funded for modernization and replacement phase of the Terminal Construction Program. The new North Passenger Terminal (1979) and Garage Addition are completed. Work is currently proceeding on the "remodel" of the Central Terminal (1954), which is to become the International Terminal and then the "remodel" of the South Terminal (1963). These two projects and completion of two enclosed Connecting Structures between the three terminal buildings is scheduled for completion by 1985. This will bring San Francisco International Airport to the Airports Commission Master Plan designed capacity of 31 million air passengers annually.

The history of the Airport has been a race to keep Airport facilities and services in pace with the rapid development of aircraft and ever-increasing consumer demand for air transportation service; it can be said that the real purpose of an Airport is to serve as an elaborate transfer point between two vastly different forms of transportation - the airplane on one side, and on the other the varied types of ground transportation, including the bus, truck, or train.

The Airport is one of the key factors to the economic well-being of the Bay Area and is conscientiously operated and maintained under the jurisdiction of the Airports Commission, the Airport Director and his staff.

Construction is under way to remodel the Central Passenger Terminal Building; formerly serving domestic flights, it will become the new center for international flights.

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The cost of remodeling the building will be \$42 million. Additional funds will also provide a new control tower atop the Central Terminal.

The two existing piers that now extend from the Central Terminal will be demolished. A new passenger loading pier, including larger customs and immigration areas than now exist in the South Terminal. The new International Service area will accommodate 10 Jumbo jets at once, and as many as four planeloads of passengers will pass through customs and immigration each hour. Completion of this phase is scheduled for 1983.

Addressing their affirmative action commitment to the minority and women-owned business sector, the Airports Commission sponsored a seminar in June 1980, co-sponsored with the Human Rights Commission, to provide information on procurement opportunities with Airport tenants.

In May 1980, in keeping with the Airport's stated goals and objectives for affirmative action, a survey was undertaken to assess the composition of the Airport tenant work force, in order to address those areas having the greatest deficiencies.

The Airport is also consistent in its affirmative action policies in hiring all general construction and design related contractors.

B. MANAGEMENT OBJECTIVES

To again receive the Aviation Safety Institute award as one of the world's safest airports.

To achieve a 5% improvement in the overall airport service rating during fiscal year 81-82, using the airport passenger survey conducted in fiscal year 80-81 as a baseline.

To reduce airline operation & maintenance expenditures on a constant dollar per enplaned passenger by 2% below the 1980-81 budgeted level.

To implement the noise mitigation portion of the Joint Action Plan so as to reduce the number of residential dwelling units in the 65 CNEL contour area from the present level of 15,434 to 14,300 by June 30, 1981 and to 13,200 by June 30, 1982.

To maintain a response time to all time-essential emergency calls of three minutes or less for police and crash-fire rescue units during fiscal year 81-82.

To administer an effective Minority/Women Business Enterprise Program resulting in establishment of at least one minority-owned and one women-owned concession during 81-82.

C. ORGANIZATION

1. SAN FRANCISCO AIRPORTS COMMISSION

As approved by Charter amendment in 1970, five members of the Commission with 4-year terms expiring at various intervals and appointed by the Mayor. Supervisors set broad policy directions for the Airport staff through the Airport Director who serves at the Commission's pleasure. The Commission meets the first and third Tuesday of each month; the meetings are open to the public.

2. OFFICE OF THE DIRECTOR (3 positions)

Under the direction of the Airports Commission, the Director of Airports manages the San Francisco International Airport and enforces all rules and regulations adopted by the Commission relating to funds, facilities, property and equipment of the Airport; supervises and manages the design, construction, maintenance and operation of work authorized by the Commission; executes any other functions delegated by the Commission; provides liaison with appropriate governmental agencies.

3. SECRETARY TO THE COMMISSION (8 positions)

The Secretary to the Commission provides information, assistance and staff support to Airports Commission prior to Commission meetings, process material subsequent to Commission meetings. Provides information to public regarding Commission actions.

4. LEGAL COUNSEL (6 to 7 positions)

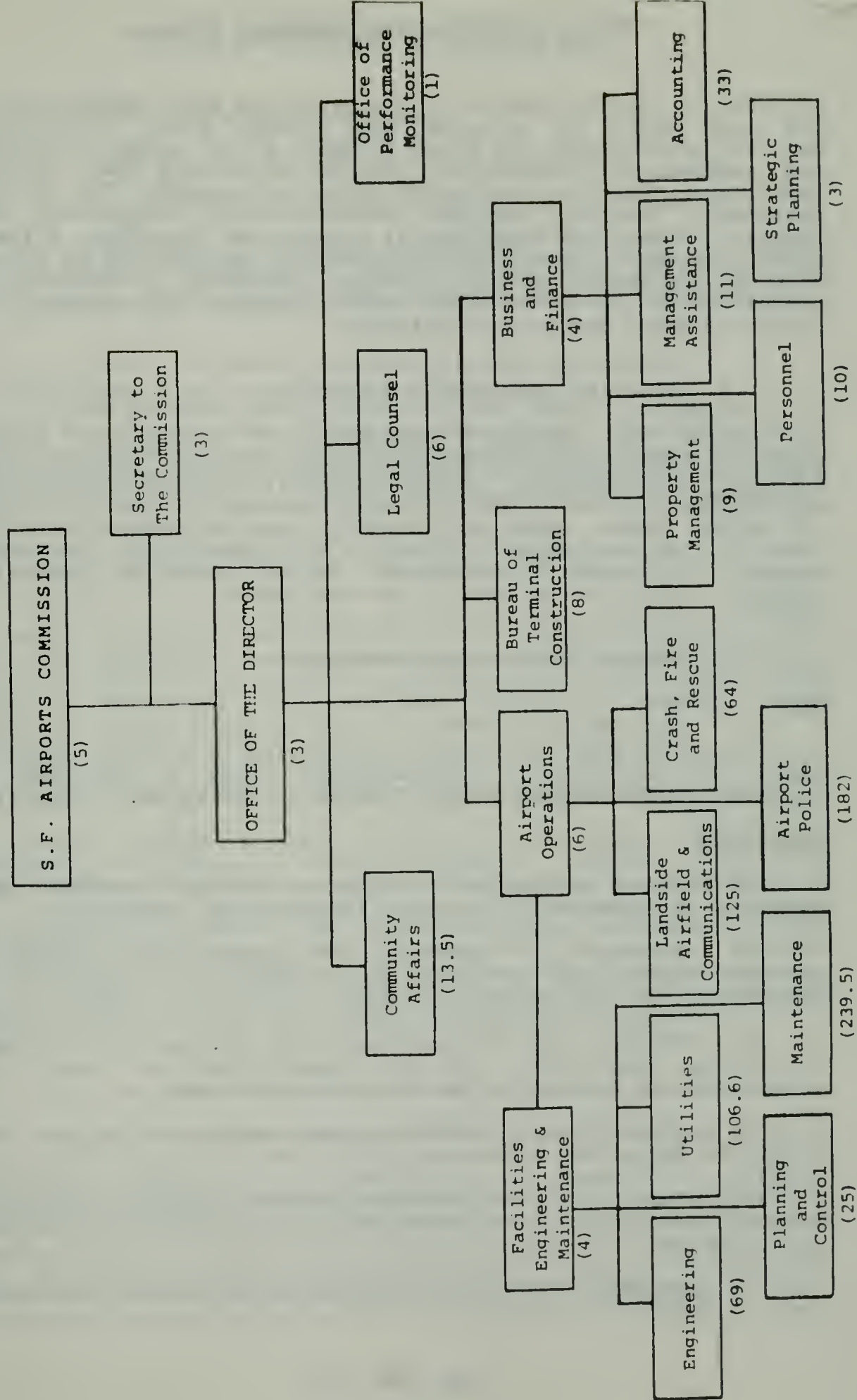
Acts as attorney and legal advisor to the Airports Commission and Airport staff. The office renders legal opinions construing Federal and State laws and regulations, the Charter and ordinances; assists in the negotiation of and interprets leases and contracts; drafts, reviews and approves contracts and leases; represents the Commission in all legal proceedings before courts and in administrative proceedings before governmental agencies; reviews and recommends the disposition of claims against the Airport.

5. COMMUNITY AFFAIRS (8 to 13 positions)

Initiate and coordinate the dissemination of promotional and informational materials to assist passengers and other users, and



SAN FRANCISCO AIRPORTS COMMISSION, 1981-82 TABLE OF ORGANIZATION



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of news and feature stories to the press and other media; assist the news media in coverage and arrange press conferences; maintain photographic and press clipping files; answer complaints and requests for information; conduct an Airport tour program; coordinate speaking engagements and write speeches for Airport personnel. Monitor aircraft operations for compliance with Federal, State and Departmental regulations regarding aircraft noise, conduct community noise surveys; participate in various efforts to reduce aircraft noise; recommend procedures and modifications to reduce noise impact; operate and maintain the Airport's noise monitoring equipment.

6. OFFICE OF PERFORMANCE MONITORING (0 to 1 positions)

Manage the Airport's Management By Objectives system; monitor departmental performance and evaluate organizational program effectiveness. Prepare monthly, quarterly and annual performance reports. Assist Airport managers in the development of action plans, goals and objectives and performance measures. Identify new management information requirements and management control techniques. Administer Airport employee suggestion system. This is a new area in the new budget.

7. BUSINESS AND FINANCE DEPARTMENT

GOAL

To ensure that the Airport is operated on a sound financial basis by providing a comprehensive range of business and administrative services to San Francisco International Airport.

OBJECTIVES

To increase concession revenues per enplaned passenger by 7% above the average production over the past ten years.

To continue to increase and broaden the range of concessionaires and services by awarding at least six new concession services by June 30, 1982.

To continue the Affirmative Action Program for Airports Commission employees and to ensure that at least 30% minority/women representation of total employees.

To release 100% of FAMIS management reports within ten days after the end of the month.

To prepare for Airport management a quarterly report of budget/actual expenditure trends within six weeks after the close of a quarter.

To implement the following personnel management systems by June 30, 1982:

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Career Development System;

Managers' Performance Evaluation System;

Improved Employee Performance Evaluation System.

To operate and maintain the Airport's Financial Accounting and Management Information System (FAMIS) on an accurate and timely basis, and to design and implement required enhancements.

8. OFFICE OF DEPUTY DIRECTOR (3 to 4 positions)

Provide financial and administrative support of the Airport. Direct the preparation and distribution of all financial data, including budget and performance evaluations, all administrative data processing services, negotiation of all contracts and leases with tenants and permit holders, and administration of personnel.

9. PROPERTY MANAGEMENT (11 to 9 positions)

Develop and implement a program to ensure maximum revenues; negotiate and administer contracts and leases for land and building rentals and concession agreements including bids and award of contracts; prepare professional service and other special agreements for services required; negotiate and administer airline operational and landing agreements.

10. MANAGEMENT ASSISTANCE (9 to 11 positions)

Manage budget process; instruction procedures and train technical assistance of Airport managers; compile line item, organizational and supplemental budget requests for submission to the Commission, Mayor and Board of Supervisors; prepare comparisons, evaluations and trends for budget requests. Produce monthly and quarterly Financial Information Management Reports; provide internal consultation services to Airport units; develop and implement management information systems; investigate and report on special projects; retain programming services.

11. PERSONNEL (9 to 10 positions)

Develop and implement a personnel administration program; goals and objectives set by management; classify and reclassify positions; develop and administer an aggressive employee recruitment and selection process; institute an affirmative action plan with goals and timetables; develop performance standards and evaluation for employees with a system of rating and recording; conduct salary surveys to determine comparable rates of compensation at large, hub airports; develop a staff training policy and program to provide employee training.

12. ACCOUNTING (33 positions)

Maintain a complete set of books on a commercial basis, budgetary basis, and cost basis for the Airport Revenue Fund and several special and bond funds. Conduct field audits, internal audits and parking revenue control. Prepare and issue the Annual Financial Report, air traffic and other statistics; maintain cash control procedures; prepare time rolls and distribute paychecks.

13. STRATEGIC PLANNING (3 positions)

Develop, review and update long-range projections of the probable course of the air transportation industry and major exterior forces likely to have significant impacts upon the Airport; maintain forecast of finances for capital projects; and coordinate with governmental activities on Federal grant projects.

14. OPERATIONS DEPARTMENT

GOAL

To operate San Francisco International Airport providing functional utilization of the physical facilities, smooth flow of traffic, and operating safety of all users of the Airport.

OBJECTIVES

To maintain the Airport's compliance with the FAA security and operations procedures which ensure that there will be zero violations against the Airport during fiscal year 81-82.

To increase the ratio of ground mass transportation passenger trips to enplaned passengers to 5% by improving the quality of transportation and related services available.

To improve the quantity, quality, and types of mass transportation services available, and to enhance transit-related passenger conveniences by:

Establishing a ground transportation information system on the deplaning level of each terminal;

Developing improved curbside signing for transit services by installing information signs on the center island and curb of each of the terminals;

Issuing transportation notices to promote mass transportation use by Airport employees;

Developing new employee-oriented, demand-response express routes and discount programs on privately-operated,

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scheduled transit services throughout the areas adjoining the Airport;

Developing new passenger express bus services and rail connections;

Implementing an employee ride-sharing program;

To conduct a major aircraft disaster drill and an earthquake disaster drill during fiscal year 81-82 to test the proficiency of Airport staff in handling major disasters;

To reduce the number of airfield accidents by 10% during fiscal year 81-82;

To minimize disruption of the airfield by maintaining runway and taxiway closures at less than 14,000 hours during fiscal year 81-82;

To reduce the actual response time to time-essential police emergency calls by 15 seconds over the existing average (2.6 minutes);

To prevent or deter the hijacking of any aircraft;

To improve the flow of vehicular and pedestrian traffic in the vicinity of the terminal buildings;

To respond to 100% of crash-fire-rescue incidents and emergency incident drills (Red Cap Drills) in three minutes or less;

To upgrade and improve the emergency communications system.

15. OFFICE OF THE DEPUTY DIRECTOR (6 positions)

Responsible for the total day-to-day operation of the Airport and the management and coordination of all operational units dealing with safety, security, maintenance, police, fire and passenger amenities. Acts for the Airport Director in his absence.

16. LANDSIDE, AIRFIELD, AND COMMUNICATIONS (86 to 125 positions)

Responsible for safe, and efficient flow of passengers between Airport boundary and the aircraft loading gate; for ground transportation, administration and enforcement of Airport transportation contracts, specialized parking, taxicab, valet parking, design and installation of public signing.

Enforce San Francisco International Airport rules and

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regulations and Federal Aviation regulations relative to airfield activities. Impact aircraft operating areas to assure safety. Issue notices to airmen regarding current status of airfield. Assure conformance with Federal Aviation Regulations Parts 107 and 139 (Certification). Coordinate maintenance and construction activities; represent management during other than normal working hours.

Handle Airport emergency communications and notification procedures. Maintain Airport communication radios; coordinate requests from tenants for telephone service; handle telephone switchboard and paging system; provide public information.

17. AIRPORT POLICE (214 to 182 positions)

Responsible for the safety of passengers, guests and employees who utilize the Airport. Responsible to prevent and deter hijackings. Responsible for vehicular traffic control, pedestrian traffic and crowd control. Responsible for crime prevention, enforcement of the law and Airport rules and regulations, and public assistance.

18. CRASH, FIRE AND RESCUE (63 to 64 positions)

Provide the Airport with professional firefighters, especially trained in aircraft crash, fire and rescue techniques, structural and landside fire suppression techniques, fire prevention and fire investigation expertise.

Maintain manpower and equipment in a ready condition.

19. FACILITIES, ENGINEERING AND MAINTENANCE DEPARTMENT

GOAL

To provide Engineering Design and Construction Management services for all non-terminal capital and maintenance projects at San Francisco International Airport; and to maintain all City-owned structures, utility systems, and rolling stock at San Francisco International Airport.

OBJECTIVES

To manage construction contracts during fiscal year 81-82 so that:

The contract award amount does not exceed the budget; .

Contract modification costs do not exceed 5% of construction costs, as an average; and

A.E. & I. costs plus overhead do not exceed 15% of

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construction costs.

To provide the public with accurate and up-to-date directional signing in the terminals, garage, and on the roadway system and to improve the Airport's response time capability to provide such signing to 24-hour notice during fiscal year 81-82.

To apply 80% of available craft manhours under the maintenance planning and control system to planned and scheduled work during fiscal year 81-82.

To apply 20% of available scheduled manhours to preventive maintenance during fiscal year 81-82.

To respond to priority maintenance service requests within 15 minutes during fiscal year 81-82.

To reduce the maintenance work order back log by 6% by June 30, 1982.

To achieve a cleanliness rating of "satisfactory" for 85% of all inspections made of public terminal areas, public restrooms, and terminal roadways.

To ensure compliance with state regulations for industrial waste reflected in zero citations.

20. OFFICE OF THE DEPUTY DIRECTOR (4 positions)

Plan, administer and control maintenance, operation and capital improvement of physical plant and facilities and provide technical services.

21. ENGINEERING (67 to 69 positions)

Complete engineering services for Airport improvements, except for Terminal Construction projects, including planning, design, preparation of construction cost estimates and contract documents; and supervision and contract administration during construction of improvements. Consultation and review services for Terminal Construction Projects. Engineering performs the function of the County Building Department for all tenant construction within Airport boundaries. Engineering prepares and maintains files of maps, plans, records, and surveys.

22. UTILITIES (100 to 106 positions)

Operate, maintain and repair: waste water and industrial waste treatment plants to meet state Water Quality Control Board; Airport electrical system including the 12KV distribution and airfield lighting systems, to assure safe and reliable system for aircraft operations; Airport buildings - heating, ventilating,

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and air-conditioning systems; Airport and airfield drainage and waste water pumping stations; Airport elevators, conveyors, moving walks, and escalators, enforce and monitor rules and regulations of the Airport, State and Federal authority on waste water and fuel spills; provide technical engineering consultation and direction on waste treatment and storm water systems design and operations; develop and recommend design and operating plan for utilities energy conservation.

23. PLANNING AND CONTROL (24 to 25 positions)

Allocate, manage and control the manpower, equipment and material resources for commercial aircraft operations by: planning, controlling and scheduling work activities involving maintenance of Airport facilities, measuring productivity and performance against planned work, establish schedules for preventative maintenance.

24. MAINTENANCE (234 to 2s9 positions)

General maintenance and repair of all Airport grounds, runways, taxiways, ramp areas, buildings, automotive and motorized equipment through the supervision of all craft and miscellaneous personnel, excluding high voltage electrical and first line mechanical maintenance. Overseeing inter-department work orders along with ongoing inspection and finished work by Maintenance group first line supervisors within expertise. Landscaping and planting for terminal buildings. Maintaining public areas within terminal and complete custodial service to City-owned buildings.

25. BUREAU OF TERMINAL CONSTRUCTION

GOAL

To administer the design and construction of all projects in the Airport Terminal Construction Program within the budget and on schedule- and to meet the quality standards established by the Commission.

OBJECTIVES

To manage all construction and contracts during fiscal year 81-82 so that:

The contract amount does not exceed the project budget;

Contract modification costs do not exceed 5% of construction costs, as an average; and

A.E. & I. costs plus overhead do not exceed 15% of construction costs.

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To manage all projects in the Airport Terminal Construction Program at an administrative cost (Airport staff salaries, office overhead) not to exceed \$900,000.

To develop in collaboration with Facilities Engineering and Maintenance and Operations Divisions an approved master plan for Airport land use and development.

To meet all milestone target dates in the Modernization & Replacement Program Master Schedule within budget and;

To complete Boarding Area E construction (Airport and tenants) by October 15, 1981, at a cost not to exceed \$12,704,000 (Airport's portion);

To relocate PSA and Republic Airlines from Pier "D" to Pier "E" by December 15, 1981, at a cost not to exceed \$2,100,000;

To demolish Piers "C" and "D" by February 15, 1982, at a construction cost not to exceed \$588,000;

To begin construction of Pedestrian Bridge D by December 15, 1981, at a contract cost not to exceed \$2,969,000;

To begin construction of Boarding Area D aprons by December 15, 1981, at a contract cost not to exceed \$6,200,000;

To begin construction of Terminal Connectors by July 15, 1981, at a contract cost of \$10,000,000; and

To award the contract for remodeling the upper floors of the Central Terminal by June 1982.

26. BUREAU OF TERMINAL CONSTRUCTION

In January 1979, the Airports Commission created the Bureau, specifically designed to manage the Modernization and Replacement Program. The Bureau is operated on the Project Manager concept with personnel assigned from the Planning and Development Division. The Bureau is to administer the design and construction of its program projects thereby allowing the Facilities Engineering groups to attend to the many critical non-terminal projects at the Airport.

D. BUDGET

The Airport's annual budget is a special situation with respect to how it is put together compared to other City departments. The Airport Staff projects its expense requirements for the next fiscal year, then projects its expected revenues from current rental, concession and all income generating

resources; the deficit or difference between required revenue and projected selling expenses is then made up by airline landing fees. Based on the original 1980-81 budget, landing fees were approximately 50% of the Budget.

Historically, the Budget has steadily been increasing:

Fiscal	1977-1978	\$39.5 million
	1978-1979	\$55.3 million
	1979-1980	\$78.2 million
	1980-1981	\$96.7 million
	1981-1981	
Original budget submitted		\$134 million
Revised to delete		
capital improvements		\$90 million

The 1981-82 Budget submitted was revised to a "bare-bones" Budget deleting capital improvements and will probably relate financing of continued construction projects to current disputes between the airlines and the Airport discussed under "Memorandum of Understanding."

III. ANALYSIS

A. MEMORANDUM OF UNDERSTANDING

Landing fees have been a sensitive subject at the Airport. In October 1979, two dozen airlines filed a \$50 million lawsuit against the City and the Airport challenging Airport financing.

The suit, still pending in U.S. District Court, alleges that the Airport violated a 1973 landing fees agreement and is illegally diverting Airport revenue to the City's General Fund. The airlines say the agreement says that Airport modernization and replacement construction program projects should be financed through revenue bonds, not landing fees.

The Airport says the 1973 agreement, which runs until 1988, presents the Airport's intent to use revenue bonds for a substantial portion of capital expense. San Francisco voters subsequently passed a city charter amendment requiring a popular vote before revenue bonds could be issued. The voters in our current economic times have perhaps slowed down completion of the current construction program, even though the Airport is totally responsible for the revenue bonds and the city takes no obligation.

The airlines and the Airport have reportedly reached a tentative settlement (referred to as the "Memorandum of Understanding"). All the details of the suit and the tentative agreement were not available for our review. We were able to learn about one item of the settlement which could prove to be a

positive contribution to the City. The Airport and airlines employ approximately 30,500 people with a majority residing in San Mateo. The Airport, airlines and other tenants pay property and business taxes to San Mateo. Under the settlement, the Airport would for the first time contribute a percentage of its revenues or a minimum of \$6 million dollars annually to the City's General Fund. This money would come from all the Airport's resources with the exception of landing fees.

Related to this issue is a proposal due to be presented to the voters of San Francisco this November. It would remove the requirement that voters review and pass all revenue bond issues. As stated previously, the Airport is self-supporting and individually responsible for revenue bonds as compared to general obligation bonds which the City is responsible for.

B. THE JOINT ACTION PLAN - Noise Mitigation

The Joint Action Plan is necessary to promote cooperation and environmental compatability between the Airport and the affected communities located in San Mateo County. The major problem is the exposure of about 40,000 people to unacceptably high levels of aircraft noise. This occurs despite current efforts to reduce Airport noise, including operational procedures that result in four out of five flights arriving or departing over San Francisco Bay.

Airport operations cause noise that disrupts activities in about 15,000 households, but they also form a vital part of the economy and transportation system of the Bay Area. The ground traffic and air pollution problems created by Airport operations also need to be balanced with the benefits generated by air service and employment.

The Plan addresses each of the problems of aircraft noise, ground access and air quality by a group of actions recommended to several key agencies.

The expected result of the noise mitigation plan is that approximately 8,000 fewer homes will be exposed to high noise levels between 1980 and 1986. There will also be prohibition of all new noise sensitive land uses in high noise exposure areas.

Expected results also relate to improved ground transit service to the Airport and better information on Airport-related traffic congestion and control of the source of air pollutant emissions at the Airport to help achieve state and federal standards.

Specific actions include Airport noise monitoring and abatement; aircraft flight procedure changes, airport noise limits, use restrictive and economic incentives; and preventative land use planning.

In anticipation of upcoming noise abatement programs, representatives of United Airlines, headquartered in San Francisco, discussed current plans where they alone are spending over \$400 million dollars to change many of their current aircraft engines to more quiet - energy efficient engines by 1984. United is also spending \$ 1.5 billion dollars to bring on line some 200 more quiet-energy efficient new Boeing 767 aircraft in 1982.

In May this year, hearings took place where the Airport presented this Noise Mitigation Plan in application for a variance from the California Department of Transportation in order to operate. The California Airport Noise Standards is designed to slowly reduce the amount of people impacted by Airport noise over a specific period of years. The noise levels were reduced another notch this year and will be lowered again in 1986.

The Joint Action Plan took two years and the time of many individuals and organizations to put together. It is a slow, but positive step toward addressing the problems of compatability between the Airport and the Community.

C. DEPARTMENTAL OPERATIONS -IMPLEMENTATION PROBLEMS

In specific exchanges with Airport staff, we were able to discuss obstacles to realizing department objectives.

Some major obstacles relate to the area of the Airport's relations with various central control agencies in City Hall -- Civil Service, City Purchaser, Human Rights Commission, Mayor's Budget Office, and " the bureaucracy".

The problems involve various City Hall offices' time consuming delays in arriving at necessary policy decisions coupled with an apparent lack of understanding of the Airport's unique requirements. In the early stages of the FIRM implementation, the time schedule was impaired by excessive delays on the part of the Mayor's FIRM staff in approving a proposed program structure.

In August 1979, the Airport's Commission approved the reorganization plan of the Airport. A supplemental appropriation request was submitted to the Mayor to fund 15 key positions required by the reorganization. The necessary funds were to be derived from accrued salary savings of the Airport. The request was held without further action by the Controller. The positions were then included in the fiscal year 1980-81 budget and were subsequently approved by the Mayor and Board of Supervisors. As of August 1980, most of the positions had not been filled due to delays in classification action by Civil Service. Over one year elapsed since the reorganization plan was approved by the Commission, and Airport staff were still unable to fill positions

in such key units as Community Relations, Management Assistance, and Maintenance Planning and Control.

A feature of the FIRM concept is that program managers are supposed to develop program/performance budgets and justify those budgets on the basis of valid performance data and specific goals and objectives. The Mayor's and Board's budget review process is supposed to zero in on policy and programmatic issues raised by the proposals. After policy issues are resolved and the budget is approved, the program manager is held accountable for results. Last year's budget review reflected an effort by the Mayor and individual Supervisors to address policy issues and problems in review of the Airport budget. However, the review by the Board's Budget Analyst was one of reliance on traditional line-item analysis of the budget. We are not aware if this focus by the Board's budget staff has shifted from detailed line-item analysis to consideration of policy issues, goals and objectives in the process of budget review this year. FIRM will not be fully realized by city agencies until policy makers do just that, and allow their program managers to do their job and be held accountable for results.

IV. RECOMMENDATIONS:

The San Francisco International Airport is generally recognized to be an extremely well-run large airport. Our review gives us no reason to reach any other conclusion and we congratulate Mr. Heath and his staff on their high standards and smooth operations.

1. From the limited information which was available to us regarding the Memorandum of Understanding, we feel the Airport contribution to the City would certainly be favorable given the current and projected budget problems. It is in a sense ironic that because the Airport operates so well that such a large flow of money can be diverted to non-Airport, non-traveler needs. A good case can be made that the needs of the Airport should have first call on these dollars, particularly when funding through revenue bonds seems so problematic. We trust that any arrangement between the airlines and the city will recognize the need for flexibility in this matter.

2. We support the Airport Commission in its desire to issue revenue bonds without voter approval in order to finance capital improvements.

3. We wish to commend the Airport administration for its efforts with the Joint Action Plan(noise mitigation) which addresses problems of compatability between the Airport and the surrounding communities. There appears to be a significant level of good will as the execution of these plans is beginning.

4. Now that the terminal construction program is moving along well, we would encourage Airport officials to move quickly to review ground transportation including the extension of BART, use of the old Southern Pacific Railroad easement, building a connector directly from the #280-380 freeway by-passing the 101 Freeway, and building a tube connector to the East Bay.

Bernard M. Lazarus
Leslie Wheeler
Jeffrey B. Leong, Chairman

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DEPARTMENT OF MENTAL HEALTH

Before discussing the issues in providing local mental health care, we would like to explain what comes under the umbrella of "mental health", what particular demands the city makes on a mental health care organization, and finally what services the city is currently providing.

I. BACKGROUND

A. MENTAL HEALTH

In San Francisco, as elsewhere, the burden of mental illness is great and constitutes a major public health issue. It is now commonly estimated that at any one time 15% of the population needs some form of mental health care. And because the social stigma associated with mental illness is so strong, even these estimates of the true incidence of most types of mental illness and behavior disorders probably are understated.

Epidemiology is the branch of research that investigates how disorders are distributed in the population. Studies of general medical practice, of prison populations, and of school children show that many persons with psychiatric disorders were cared for by general practitioners, internists, school counselors and remedial teachers, social workers and the courts. Regretfully, these cases never appear in even the most complete register of psychiatric facilities. The most notable change has been the increase of the elderly in nursing homes and the sharp shift of mentally disabled patients from mental institutions to the care of the community, and the rise of alcohol related disorders in mental institutions.

The major subtypes of functional psychiatric disorders in the U.S. population are estimated to be:

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Schizophrenia	0.5 to 3.0%
Manic-Depressive Psychosis	0.3%
Neurosis (also including other depressive disorders)	8.0 to 13.0%
Personality Disorders	7.0%

Statistics show that about one-fourth of those suffering from a clinically significant disorder have been in treatment; or to put it another way, two out of every five persons with psychosis and one out of every five with schizophrenia have never received treatment.

Schizophrenia's symptoms include altered motor behavior, ranging from immobility to frenetic and purposeless activity, sometimes accompanied by peculiar mannerisms. Hallucinations, bizarre speech, illogical thinking, paranoid delusions are all part of the sickness. Antipsychotic medications may help some patients, but not others. The disorder is usually chronic. At least 62% require hospitalization at some point. Over 80% of the diagnosed schizophrenics are in treatment, simply because they cannot be ignored.

Affective disorders, depression and other mind disorders differ from disorders of thinking (schizophrenic and paranoid states). The term depression covers a broad spectrum of moods and behavior which range from the sadness of normal life through severe psychiatric disorder and the suicidal acts of melancholy. It can usefully be divided into three categories:

1. Mood--This is normal and transient and appears in relation to personal loss, disappointment of life, or stresses that are beyond current coping skills. It is a universal phenomenon.

2. Symptom--Depression as a symptom, or abnormal mood, is also common. In this case there is an indistinct line between what is normal and what is pathological. A moderate to severe depression of mood that is unduly persistent, pervasive, or inappropriate to circumstances is generally considered pathological. The symptoms of depression are also experienced by many physically ill patients and by most psychiatric patients, regardless of their other symptoms. The latter tend to seek general medical help.

3. Syndrome--This is a severe disorder with a specific cluster of symptoms that produces notable disability and occurs in the absence of other symptoms. This is clinical condition of deep concern to mental health professions involved in treatment.

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There is considerable evidence that certain life periods or situations carry a higher risk of development of a depressive disorder. Effective antidepressant medication is now widely available, relatively safe if properly used and monitored, and can be administered by most physicians.

Mostly, individuals cope with stresses and personality disorders with the aid of family, friends, or a professional, outside the mental health system.

B. NEEDS ASSESSMENT METHODOLOGIES

San Francisco Community Mental Health Services staff have used the three typical needs assessment methodologies. These are: (1) social indicator analysis, (2) service utilization analysis, and (3) community impressions by informed citizens (key informant techniques).

In 1979, an initial study of social indicators was undertaken to investigate the need for services in the County. However, because of pressure to develop quality assurance and utilization review systems to bring the San Francisco Mental Health Services into compliance with State standards and mandates, during the Fiscal Year 1980-81, resources were withdrawn from pursuing further this initial social indicator study. The release of the 1980- census tapes and the completion of the Department of Mental Health needs assessment project are currently being awaited before studies and analyses of social indicators continue.

The second needs assessment methodology, service utilization analysis, requires a functioning client and service information system. Unfortunately, there is not yet such a system in San Francisco. Thus a comprehensive service utilization analysis is not currently available. Special analyses that focus on specific target populations have been carried out: for example, for children and gay populations. These analyses are currently in progress.

The last type of needs assessment methodology -- community impressions by informed citizens -- has been the method used most frequently. Thus, district Citizens Advisory Boards (CABs) and coordinating committees (e.g. children and geriatric) have continued to function and to be supported by Community Mental Health Services (CMHS). This mechanism parallels and overlaps with the process of broad citizen involvement, which includes the needs assessment of the Black Health Council.

Major needs do remain unmet for all age, ethnic and diagnostic groups. Among the most pressing needs are additional residential programs located in San Francisco, a 24-hour city-wide home visiting service for adults, expanded case management and geriatric services, more outpatient services to children,

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expanded bilingual and ethnic minority programs and more comprehensive jail services.

While there are no other agencies at the present time that consistently report mental health needs, some do report other needs central to their own particular interests. Community Substance Abuse Services (CSAS) utilizes an approach similar to that of Community Mental Health Services in its identification of needs by social indicators. While studies from other City agencies, such as Department of Social Services and City Planning and the Mayor's Office of Employment and Training exist, it is important to note that most such studies derive their data from the 1970 census. Current efforts are to integrate mental health, public health and CSAS needs assessment efforts into a more comprehensive needs assessment approach for the entire Department of Health. This job will be accomplished by the Health Department's Deputy Director for Planning and her staff.

It is estimated that there are 15,000 adults (ages 18-64) in San Francisco with "a severe and/or persistent mental or emotional disorder that seriously limits their functional capabilities relative to primary aspects of daily living such as personal relations, living arrangements, work, recreation, etc." (State definition). Of that number, it is estimated that 5000 are chronic mentally disabled adults who are known to CMHS programs. This number includes those discharged (2,500) those receiving case management services in the districts (2,000), and those in institutions or who are otherwise being monitored by OMHSS staff (500).

C. COMPOSITION OF THE CITY

San Francisco, for its geographic and resident population size, is the most socially and culturally complex city in the state, and probably in the entire nation. The services available, jobs present, and the general attractions bring millions of persons to the city each year. 3.5 million tourists and visitors (1979) come through the city annually, with estimates of 115-150,000 tourists present on any given day. Daytime commuters to jobs in the city add another 205,000 per day (1980). Police and social service agencies estimate that 15,000 transients are on the streets at any one time. There is a day and evening population of one million, one-third of whom have no local residence.

It is no surprise then that 30% of San Francisco Community Mental Health emergency services are used by persons with no local address. Many other clients have resided in the County for less than one year.

San Francisco also suffers the nation's highest urban suicide rate, 30.9 deaths per 100,000 persons (1978), two and

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one-half times the national average of 12.5. Statewide, California ranks eighth among suicides at 16.3. The Division of Substance Abuse estimates that 15% of County residents are alcohol abusers. Drug abuse matches or exceeds national rates, and poly-drug use is increasing among all age groups, especially among youth and minority group members.

The County population is now estimated to be more than 54% ethnic minorities (1980). These communities include Black, Chinese (from different language groups), Japanese, Filipinos, Koreans, Native Americans, Samoans, Guamanians, and other Pacific Islanders. The rapidly growing Latino community is heterogeneous within itself with multi-national roots in Mexico, Cuba, Puerto Rico, El Salvador, Nicaragua and other Central and South American countries. Within this community are many highly stressed political refugees. Southeast Asian refugees represent at least five major ethnic and language groups--Vietnamese, Chinese, Cambodian, Lao and Hmong, among others. 1980 census data placed white residents at 46%, with Latinos at 12%, Blacks at 13%, and 29% for Asians and other groups. Chinese residents were 56,000 in 1970. 1980 estimates by Chinese for Affirmative Action are 104,000 (16% of the population of the City), including 15,000 refugees. Of these 104,000, some 60-70,000 do not speak English and must receive needed mental health services in Chinese. San Francisco is the main entry point for Southeast Asian refugees, with most of the available Northern California social service and health programs for them being located in the County. State figures indicate that between January and October of 1980 the resident Southeast Asian population doubled to 15,000. Current estimates are 20,000 Southeast Asian refugees in San Francisco, 75% of whom are Chinese speaking. Because of the availability of services and proximity to families, many refugees relocate to San Francisco after brief periods of residence in other parts of the Country. During 1981-82 it is estimated that an additional 10,000 refugees will enter the City or relocate here from other areas.

Adding to this complex picture is an estimated 20-25% of the adult population being gay men and lesbians. These sexual minorities are found among all racial and ethnic groups, and have a highly developed political and social consciousness.

Four of the five Mental Health Districts are federally designated poverty areas. Unemployment, especially in the minority communities, exceeds national rates. Many single-parent families are residents of minority neighborhoods, and mental health services reflect a high percentage of these persons as clients. Large numbers of single adults of all ages live alone in the City, and the majority of transient clients are single. 9,000 adults are receiving SSI benefits because of their chronic psychiatric disabilities. Community Mental Health Services (CMHS) estimates that there are 15,000 psychiatrically disabled adults, at 3% of the population this is double the national (1.5% or 7,500) average. More than eighty Residential Care Homes for the Mentally Disturbed are licensed in the county, not including

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900 beds for the aged, many of whose residents require CMHS program time.

The county's review process includes nine or more officially recognized advisory bodies and a broad range of informal groups based in community, ethnic and neighborhood organizations. Many of these groups have specifically organized committees which review health and mental health services delivery and administration and are highly knowledgeable about the review processes.

D. CITY SERVICES

The current background of the Community Mental Health Services consists of five local districts composed of 75 work sites and 150-200 unique programs. It employs 650 people, half of whom work directly for the City and the other half under contract to the City. The 45 different contracts, including one with San Francisco General Hospital Department of Psychiatry, total \$15 million dollars. Thirty-six thousand different clients receive: 85,000 residential days (24 hours); 150,000 day treatment sessions (3 to 6 hours); and 225,000 outpatient sessions (1 hour each). Included in this network are 90,000 Napa State Hospital days and 100,000 hours of consultation, education and information.

E. ORGANIZATION

With the incumbency of the most recent Program Chief new administrative planning processes have been introduced. The major new feature is the Management Team (see organization chart) consisting of the Program Chief, four Deputy Chiefs and the five District Directors. Through this mechanism of weekly meetings all major budget and planning issues are reviewed by all key administrators down to the district level. Those issues are then referred through the District Directors to their Community Advisory Boards (CABs). The CABs then refer their advice to the District Directors and the Mental Health Advisory Board (MHAB) in accordance with the intent of county legislation.

Other activities include the regular assignment of Central Office administrative staff to committees of the MHAB to prepare and present information necessary to the MHAB's process. District staff are likewise assigned to District CAB committees. The Children's Services Deputy and Developmental Disabilities Coordinator respectively work with the Council on Children and the Developmental Disabilities CAB. The MHAB role has been to review, with the district and specialty Community Advisory Boards, the extent to which there has been community input into

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priority-setting and planning at the district and specialty program levels. City ordinance assigns to the CABS the task of participation in the development and review of the County Plan for their respective district or specialty program. MHAB must also consider city-wide issues and encourage input to itself on these issues from CABS and other groups in the community.

The MHAB's County Plan Committee meetings are open, and CABS and other groups and individuals identified as having city-wide concerns are notified of meetings and encouraged to attend. There is further opportunity for comment by groups when the Committee's recommendations are considered by the full Board.

In addition, a special process has been initiated by the MHAB's Minority Mental Health Committee for specific encouragement of participation and input by minority groups in San Francisco.

The major efforts of the MHAB have been to see that CMHS provides to community groups the timetable and a description of the planning process which makes it clear when and how community input can have an impact on decision-making. Also multiple points of input are available to CMHS through the complex district and specialty program advisory structure mandated by City ordinance, and from the many and diverse minority groups in San Francisco. The incentive for providing that input is a clear understanding by these groups of when and how their efforts will make a difference. CMHS provides the kind of data which makes it possible for groups in the community to determine the degree to which budgets and service delivery reflect the stated priorities of the program.

Professional Groups involved in the planning process include Bay Area Black Health Council and the Bay Area Spanish-Speaking Therapists Association. Citizen Groups involved in the planning process are the Council on Children, the Developmental Disabilities CAB, and CAB for District I (Mission), District II (Westside), District III (Southeast), District IV (Northeast), and District V.

ORGANIZATION CHART SAN FRANCISCO CITY AND COUNTY - COMMUNITY MENTAL HEALTH SERVICES

- I. Office of the Mayor
- II. Chief Administrative Officer
- III. Director of Public Health & County Mental Health Director
 - A. Health Promotion & Education
 - B. Emergency Medical Service
 - C. Forensic Services

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1. Center for Special Programs (also CSB)
2. Youth Guidance Center
3. Jail Psychiatric Services
4. Community Re-Entry Program
5. SFGH Security Ward 7D
6. SFGH Forensic Ward 7B

D. Deputy Director for Institutions

1. SFGH Executive Administrator
2. Laguna Honda Home Executive Director

E. Deputy Director Policy & Management Support

1. Operations Audit Team
2. Health Planning
3. Grants Manager
4. Contracts Manager

F. Deputy Director Administration & Finance

1. Personnel
2. EDP Manager
3. Finance Director DPH
-Chief Accountant

IV. Deputy Director for Community Health Programs

A. Community Mental Health Services Program Chief

1. Deputy Director for Operations & Director Mental Health Management Information

- a. Senior Management Assistant
- b. MIS - System & Procedures Supervisor
- c. Data Processing Analyst/FIRM
- d. Research & Reports Research Psychologist
- e. Program Evaluation - Assistant Director of Clinical Services

- i. Staff Training & Resources
- ii. Quality Assurance Clinical Nurse Specialist
- iii. Program/Contract Monitoring Health Program Coordinator

2. Area Deputy Director for Adult Services

a. Westside CMHC - District II

- i. Westside Board of Directors
- ii. Westside CAB

b. Northeast MHC - District IV

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- i. Northeast CAB
- c. District V MHC
 - i. District V CAB
- a. Southeast MHC - District III
 - i. Southeast CAB
- b. Mission MHC - District I
 - i. Mission CAB
- c. Developmental Disabilities Health Program Coordinator
- d. SFGH Department of Psychiatric Services
 - i. Psychiatric Services CAB
 - ii. Chief of Psychiatric Services
 - a. Psychiatric emergency transitional and extended emergency services
 - b. Inpatient Wards 7A and 7C
 - c. Consultation Liaison Services
 - d. Patient-Infant program
 - e. Substance Abuse Program
- 2. Senior Health Planner
- 3. Deputy Director for Children's Services
- 4. Extended Care Officer
 - a. Centralized Placement Unit
- 1. Deputy Director of Fiscal Operations
 - a. Management Assistant
 - b. State Budget Principal Accountant
 - c. City Budget Senior Accountant
 - d. Billing & Collection Supervisor
- 2. Department Personnel Officer

F. AREAS & FACILITIES

Community Mental Health Services are provided at numerous facilities here in San Francisco, which have traditionally been broken into five catchment areas called Districts. These consist

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of:

District I (Mission): The Inner Mission, Potrero Hill, Eureka-Noe Valley, Castro Street, and the Diamond Heights neighborhoods.

District II (Westside): The Western Addition, Haight-Ashbury, Pacific Heights, Marina, and the Inner Richmond neighborhoods.

District III (Southeast): The Bayview, Hunter's Point, Visitation Valley, Sunnydale, Excelsior-Amazon, Portola, Bernal Heights and the outer Mission neighborhoods.

District IV (Northeast): Chinatown-Northbeach, South of Market- Tenderloin and Downtown San Francisco neighborhoods.

District V: The Sunset, Parkside, Outer Richmond and Ocean View-Merced Heights-Ingleside neighborhoods.

City-wide services in the past have consisted of Special Language Assistance, Handicapped Facilities, and Sexual Orientation Consultation.

A breakdown of the types of services available in each District are listed next. Those facilities that operate through a contract with a larger agency, such as Baker Places, Inc., Council of Churches, Family Services Agency, Progress Foundation (to name just a few) are shown in parenthesis, but are included in the total.

Inpatient: Twenty-four hours, usually in a hospital setting.

Districts	I	II	III	IV	V	City-wide
	1	1	1	1	2	3

Outpatient: Drop in or pre-arranged appointment sessions.

Districts	I	II	III	IV	V	City-wide
	13(2)	6(2)	8(4)	7(2)	11(5)	5(1)

Partial Day: Approximately over four hours, but less than eight hours, usually dedicated to a particular service, e.g., vocational rehabilitation skills.

Districts	I	II	III	IV	V	City-wide
	6(2)	6(2)	7(4)	3(2)	7(4)	4

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Emergency Services: Two telephone information lines which provide some crisis services or lead into major crisis programs, such as San Francisco General Hospital Psychiatric Emergency Service.

Districts	I	II	III	IV	V	City-wide
	2	1	1	1	1	-0-

Residential Care: Residential non-hospital 24-hour settings.

Districts	I	II	III	IV	V	City-wide
	4(4)	7(6)	2(2)	2(1)	1(1)	-0-

Community Services: Education, consultation information, and/or administrative support.

Districts	I	II	III	IV	V	City-wide
	15(1)	3(2)	7(2)	12(5)	10(4)	8(1)

The staff that serves in the above location consist of psychologists, nurses, social workers, clerks to name just a few, and their numerical breakdown consists of (for both regular staff and contractual staff).

District	I	II	III	IV	V	City-wide
	416	862	255	208	222	233

G. BUDGET

The 1981-82 Mental Health Services budget will be \$33,600,000 (100%). A dollar and percent break-down of this amount by priority is:

1. 24-hour crisis and Acute Important Services (all ages) ..\$9,300,000 (28.%)

2. Pre-care, Residential, After-care, Case Management (primarily adults ages 18-64) ...\$6,700,000 (20.%)

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3. Billing and Management Information System (hardware, computer time, etc.)...\$800,000 (2.3%)

4. Services to Ethnic and Sexual Minorities, Children, Geriatrics, Physically Disabled (range of specialized programs to serve key groups which traditionally don't get enough services)

5. Transients - amounts spent on this group are included in other categories. It is estimated that 7.5 million is spent on transients, which is 38% of the State allocation and 22% of the total budget, including ad valorem and federal dollars.

6. Programs for refugees and recent migrants....\$1,000,000 (3.0%)

7. CMHS expenses:

Administration.....	\$1,500,000 (4.4%)
State Hospital Match.....	\$840,000 (2.5%)
Evaluation and Quality Assurance.....	\$300,000 (1.0%)
Forensics.....	\$1,600,000 (4.8%)
and Other, which includes Adult Programs, Crisis Intervention to well-functioning people in acute distress.....	\$1,160,000 (3.0%)

The system estimates it serves 36,000 patients each year. In past years it has been impossible, due to the various methods of recording patient contacts and the multitude of classifications (ethnic group, age, type treatment, location, etc.), to get accurate figures for the number of patients served and amounts spent per speciality. This has led to the many audits by the State. Even their investigations cannot fully document monies spent in past years.

It is therefore useless to try to compare what happened in the past with what is currently happening in the CMHS. The State was asked for a figure, and the reply was that it would take two weeks to dig it out from the information available.

San Francisco has not really been affected by the dollar cuts due to Proposition 13. Our county was well-funded prior to the passage of 13, and still enjoys many benefits gained before Prop. 13 passed. Yet it is obvious that our Mental Health System will not be able to enjoy the generosity of the State and Federal government in future years, as shown by these figures.

Year	City-State Funds	Federal Grants	Total Budget
78-79	\$25.11 million	\$4.77 million	\$29.9 million
79-80	\$24.73 million	\$3.67 million	\$28.4 million
80-81	\$ 2.75 million	\$2.25 million	\$29.0 million

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Remembering that inflation has averaged 12.8 each year it is clear that services, programs and staff will all be drastically curtailed eventually. It is therefore imperative that duplicated services be eliminated and an accurate method of accounting established so that maximum use of all available facilities is made.

H. INTERACTION OF CITIZENS AND PROFESSIONALS

The responsibility for soliciting community input into the planning process is one shared with the District and Specialty Community Advisory Boards. In San Francisco a City ordinance requires the CABs to review the County Plan and its process much as the Short-Doyle Act requires the same of the MHAB's. Each district board generally holds its own review of the plan. These often involve public hearings with staff, community agencies, and neighborhood groups. There is usually considerable publicity involved. Many times the advice given by the CABs to their centers and to the MHAB is based on local testimony. In turn the MHAB regularly sends notices of its meetings to all CABs and invites their participation at all meetings. The County Plan Committee, for example, meets monthly and a standing agenda item is the reports from the district boards. By the time the MHAB holds its County Plan hearings, usually one or two, most of the major issues have been aired. In addition, drafts of the Plan were submitted to a number of specialty boards and groups for comment and suggestions. These included the Childrens Council, the Geriatric Coordinating Group and advisory boards for the developmentally disabled, San Francisco General Hospital and Forensic Services. Recommendations on services to minority populations includes Japanese, Latino, Black, Gay and Indochinese communities.

Adult services consist of the State Hospital at Napa which is used for acute patients. Those referred to that facility for acute crisis are those diagnosed as needing highly-structured, long-term care that is not available in the County. Those patients remain at Napa for periods up to two years. Maintenance of the Napa Hospital program is seen as an ongoing need for the most seriously disturbed who cannot be placed in current county facilities. Recent statistics indicate that as many as 40% of those patients sent from San Francisco to Napa have no local address.

Local hospital facilities consist of wards 7A and 7C at San Francisco General Hospital, which provide a 42 acute-bed, inpatient service for Northeast, Mission, and Southeast Mental Health Districts. Westside uses the acute program at McAuley Institute. District V contracts with Langley Porter Institute. All acute programs are available on a 24-hour basis. San Francisco General Hospital has two specialized sub-units on their wards for the Chinese and Spanish-speaking respectively.

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Two districts have specialized residential crisis units for other acute services. Mission has a small residential crisis unit, La Posada, a ten-bed facility which accepts patients who are not a danger to themselves or others. Westside uses Odyssey House (Baker Places, Inc.) and Shrader House (Progress Foundation) as crisis residential facilities. Most other residential units reserve one bed on an informal basis for crisis use for those clients in their allied co-op apartment or independent living programs. An acute diversion program is also being developed by Progress Foundation primarily for Northeast residents.

Twenty-four hour non-acute services, which now open all programs to residents of all districts, improve linkages with pre-care and aftercare programs, and tighten up admissions and discharge criteria. Residential programs emphasize services to one or two districts, but will serve residents of other districts as well. Gatekeepers appointed by each district director will monitor the appropriateness of services provided to residents of that district.

I. CRISIS HOURS

CMHS staff estimates and Police Department statistics show that individual and family crises are increasing and are related to downward trends in the economy, with minority neighborhoods under relatively more stress.

Most patients are able to come to existing programs or be brought in by families or friends. Although Police Department coverage is good, police are not always able to judge well who in a given situation may be the primary patient or how serious a particular suicide risk may be.

Police data indicate that incidents requiring involuntary holding of a patient due to the patient's likelihood of doing harm to himself or others occur mainly between 8:00 a.m. and 2:00 p.m. with the heaviest concentration (15% of incidents) between 10:00 a.m. and 12:00 noon. These are hours when the city is at its highest population with commuters present. Other heavy hours are 2:00 p.m. to 4:00 a.m. (12%) and 6:00 p.m. to 10:00 p.m. (17%). Incident figures do not include situations where no report was made or during which criminal charges were filed. About half of the Police Department activity with mentally disordered persons involves the patient who is thought likely to harm himself or others, and would therefore be involuntarily held but not arrested.

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J. DISASTER PLANNING

In years past, the most thought given to Disaster Planning was to verify that all structural facilities, from San Francisco General Hospital to Residential Care Homes, conformed to the City and County's strict earthquake codes. Mental health patients at the time of crises would react just as "normal" people do; namely, some would panic and others would master whatever situation they found themselves in.

More recently the staff of many hospitals and agencies have worked on developing a disaster plan to cope with possible earthquake or other natural or man-made disasters. In January 1981, representatives from each of the five mental health districts and from the Community Mental Health Services central office initiated regular meetings to include a mental health component utilizing CMHS staff to the disaster plan. The mental health aspect of the disaster plan, when completed, will focus on three separate elements: first, to provide psychiatric crisis intervention services to people who have been screened medically and found to have minor injuries or no injuries; second, to provide crisis intervention services to uninjured family members of disaster victims; third, provide crisis intervention services to emergency medical, police, fire and other staff who become traumatized by the work they are required to perform as a result of a disaster.

IV. ANALYSIS

A. MORALE

William Cunningham, who had been Director of Clinical Services in District V, was promoted to Community Mental Health and Services Program Chief late last year. The Program Chief's position had proven to be a spot of high turnover and Mr. Cunningham, using his expertise gained here in San Francisco, brought stability.

Because of his knowledge of the entire department, Mr. Cunningham was promoted to the newly created position of Deputy Director for Community Health Programs. The Community Mental Health and Services Program Chief spot was quickly filled by Alan Leavitt, whose experience had been gained in the Bay Area and whose techniques and approach are similar to his supervisor, Mr. Cunningham.

Despite leadership changes there are still morale problems in the department. For example, the unanticipated reassignment of a nurse in District 1 recently caused problems. Employees believe that a stable staff-patient relationship is important to the improvement of patients. At a time when morale was already low and the district was understaffed, the unanticipated move created concern---not just because of the substantive issues, but

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also because the matter was not more sensitively handled. A special Mental Health Advisory Board Ad Hoc Committee was established to investigate the Mission Mental Health Crisis Unit after the reassignment of the nurse. This Committee made nine recommendations for implementation to the CMHS Program Chief. There was, of course, a great boost to morale because a concerned and knowledgeable body took the time and the trouble to investigate.

B. EMERGENCY ROOM

For the past four to five years, the most recent addition to San Francisco General Hospital has been lacking an adequate Psychiatric Emergency Service Area. Currently, the area available has approximately the same square footage as a three-car garage, and is divided into a few consultation rooms, a chart room for staff and half a dozen chairs out in the hallway.

The patients served here twenty-four hours a day include San Francisco's most dangerous.... often with guns or knives, and high on alcohol or drugs. We are fortunate that to date no staff member, patient, or visitor has been maimed or killed.

The area for the new Psychiatric Emergency Service Facility has already been set aside. Plans have been drawn, and input from staff has been solicited for the most protective and efficient design. The MHAB has requested a monthly report on the progress of the new facility. To date no work has been done.

The Mayor's Budget has carried appropriations for the new Emergency Service facility for over a year now, and no action has been taken.

C. DISTRICTS VS. CITY WIDE SERVICES

The five District Citizens Advisory Boards (CABS) were originally mandated by Federal law. The purpose was to assure each District that it would get its fair share of funds. This was best accomplished by showing the Federal Government that there were at least four poverty areas in the county that had approximately 125,000 people living in them. Because the government paid more for poverty areas it would seem likely that if the fifth district could have been classified as such it would have been.

Each district established its own priorities and a strong community spirit was developed. By taking advantage of other grants and funds that were being offered over the years, numerous new programs and services could be established. This has resulted in some Districts getting much larger portions of available dollars than other Districts, and therefore the

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quality and quantity of services from District to District has sometimes varied greatly.

The Federal mandate expires June 30, 1982, which means that available funds will be spent for services on a city-wide basis in place of the five Districts. Anticipating this action, the Citizens Advisory Boards (CABS) of District I and District III held a "historic first" joint meeting at which Community Support Programs were discussed. Scheduled for August is an all-day meeting of all the CAB's and all those persons they advise, in order to find ways to improve communications and relationships and focus on issues of mutual concern. Proposed co-sponsors will be the CAB's (District and Speciality), Council on Children, and the Mental Health Service. Invited participants will be the Mayor, selected heads of the Health Department, and the CMHS, all the members of the Health and Environment Committee, and Board of Supervisors. The format and workshop agenda are still in the planning stage, but it is obvious that the Districts that once guarded their boundary lines so closely realize that they will all profit from a wider use of city services, and the elimination of duplication of staff or poorer services will save much needed dollars.

Currently, all residential services are city wide if beds are available. The practice is for a District to keep its beds full, which means they will not have to share with other districts. This leads to under-utilization of facilities---namely, keeping a local patient in a facility that is too highly specialized for his needs.

D. RESIDENTIAL CARE HOMES

Residential Care Homes for the mentally disabled (RCMD) have been an invisible part of the Mental Health System for years. They have been known in the past as Board and Care Homes. Their purpose is to provide a family home atmosphere as opposed to an institution.

The importance of this is to create an environment in which the patient can interact with an established small group. This not only prepares the patient to eventually cope with the outside world by taking part in the running of the home, but hopefully exposes the patient to interact with other people in their routine daily life.

The reason RCMD are referred to as invisible is that they are not part of the Mental Health System, but are actually paid for by dollars from the Social Security System. The State has licensing authority for them which only covers the physical condition of the building itself and it has no authority over the care of the patients in the home.

It is important to know what role these homes play and how they compare financially with other institutions. The figures

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shown are an approximate per diem rate, twenty-four hour service, for mentally disabled ages 18-65:

Local Acute Hospitals.....	\$230
State Hospital.....	\$140
Residential Treatment Facility.....	\$50
County Jails.....	\$36
Residential Care Homes.....	\$13

The breakdown of the \$13 dollars is approximately \$6.50/day for room and board (shared room, 3 meals, snacks) and \$7.00/day for 24-hour care and supervision (29 cents per hour). The rate is based on a set Federal level plus a State supplement. The dollar amount varies insofar as those that live in RCMD are allotted more money than those who elect to live with their own families. The philosophy is that the patient will develop faster in a group as opposed to the sympathy and probable over protection of the patient's family.

A significant percentage of RCMD beds have been lost to other categories of service (i.e. developmentally disabled which pays a higher rate per patient) or lost altogether. In San Francisco, 30% (400 beds) of the total beds were lost from March 1977 to July 1980. Not only here but throughout the State there is a shortage of RCMD beds. The inadequate rates create a major obstacle to community placement of the mentally disabled and lead to the eventuality that less beds will be available each year.

Complicating the matter even further, as daily rates paid to the RCMD's have become less adequate, the patients placed in RCMD's have become more difficult. They tend to be younger, more prone to violence and substance abuse, and are frequently not fully stabilized from acute episodes when placed. To compound the problem, RCMD's have traditionally been separated from the Mental Health System, even though the patient make-up of RCMD is predominately mental health patients. This has led to unscreened and inappropriate placements, inadequate or non-existent monitoring of placed patients, and poor supportive service for residents and administrators.

In order to keep this valuable yet invisible part of the mental health system, the State Department of Mental Health would like to implement Senate Bill 951, which provides for supplemental rate levels for 60% of the 25,000 RCMD's in California. Level one would pay \$588/month (approximately \$19/day) for all clients in certified homes. The level two - rate would be \$745/month (approximately \$24/day) for extra time spent with more difficult patients or patients with rehabilitation potential.

In order for this Bill 951 to become workable, the Mental Health Services were to have presented a budget to the State on July 1, 1980. It was not done then, nor have the dollars needed for the implementation of Bill 951 been set aside since that

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time. The reason is that there is no extra money available; therefor this proven, inexpensive system of RCMD will gradually disappear.

This means that patients who would have qualified for RCMDs will have to move into a more structured facility, which could be four times more expensive. It would seem that if other Department costs were to be kept to a minimum, that this minimal style of care could be retained for patients who are best served by it.

E. DRUG CONSENT FORM

For many years Community Health Services has stated that they would establish a Drug Consent Form, a form which voluntary patients, not under conservatorship, can sign after the drug and the drug's effects have been explained to the patient. Delays caused by physicians who felt that their decisions were being questioned seemed endless, yet through the persistence of many people, such as Wade Hudson, Chairman, Patients Advocacy Committee, the drug consent form is a reality.

Now, not only has the form been designed, but it is scheduled to be implemented into service by August 1, 1981. With the variety of drugs growing and more patients relying on them, it is necessary that the patient fully understand what to expect from the use of a specific drug.

The physician must explain to the patient (1) the nature of his or her medical condition, (2) the reason the medication is being recommended, (3) the likelihood of improving with medication, (4) the likelihood of improving without medication, (5) any reasonable alternative treatment available other than medications (6) the types of medication being recommended, (7) the amount (dose and how often dose may be administered) of medication, (8) the probable side effects known to commonly occur, and any side effects likely to occur in a particular patient's case, (9) any possible long-term side effects which may occur after taking the medication for long period of time (usually after three months).

Also, the physician must explain that the patient has the right to refuse medication at any time by telling the physician or any other member of the treatment staff of such intention. Treatment cannot be refused to the patient solely on the grounds that the patient will not take medication. And, refusal to take medication by itself does not constitute grounds for initiating involuntary commitment.

The front of the form consists of all the information above, plus space for the patient's name, case number, hospital, physician's signature, patient's signature (or that of parent, guardian, or conservator) and witness. The back of the form

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lists the procedure for the voluntary patient to receive antipsychotic medications, which includes the purpose. The physician has the responsibility for completing the form, special instructions, and the form disposition.

Along with the Voluntary Adult Patient's Rights Regarding Psychiatric Medication, another form has been established to list both the patient's rights and his or her responsibilities. Patients' rights are to:

(1) prompt, confidential, and respectful service by clinical and clerical staff;

(2) discuss with the therapist his or her view of the patient's problems, expected course of treatment, an estimate, where possible, of the length of treatment and side effects which could result from treatment. Services are provided according to needs. Progress and continued need for services will be reviewed periodically with the patient by the clinical staff;

(3) know the financial liability, how payments will be expected, and that inability to pay will not bar treatment;

(4) request a different therapist after discussing the request with the current therapist, and subject to discussions with the current therapist's supervisor or unit director;

(5) refuse treatment (including medication), proposed or in process, without losing the right to other available treatment. This includes the right to know the possible consequences of not accepting any or all treatment, and to be informed of possible common side effects of medication;

(6) refuse hospitalization. If the patient is dangerous to himself or others, or if the patient cannot provide himself with food, clothing, or shelter as a result of mental illness, the staff will act to safeguard life above all other considerations;

(7) know that all medical records will be kept confidential and they will not be shared with anyone outside of Community Mental Health Services without the patient's explicit authorization, unless court-ordered;

(8) refuse to take part in any research project without the patient's explicit approval after a full explanation of the project;

(9) know the therapist's name, title, education, and level of training;

(10) know the organization of the treatment facility; who is in charge, who pays the staff, who represents the Citizen's Advisory Board, and to whom the patient may talk if he has any problems with treatment or with the facility;

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(11) be informed in advance, whenever possible, of expected change, transfer or resignation of a therapist, and to have information transmitted, if the patient wishes, to a physician or therapist of the patient's choice if the patient should continue to resume treatment outside of this facility;

(12) be assured that every effort will be made to contact the patient should a cancellation or change of appointment time arise;

(13) know about available programs offered at this facility, and lastly:

(14) be informed about the nature of CMHS record-keeping system and its purpose, and to have the assistance of CMHS's professional staff in response to any inquiry the patient makes as to the contents of his or her records.

The patient also has responsibilities. They are:

1. Treat staff and patients at the facility courteously. To treat physical surroundings with respect;

2. Keep appointments, or to cancel at least 24 hours in advance;

3. Actively cooperate in the patient's treatment program. Medicines are not to be shared with others;

4. Pay the agreed amount for the services received, and to inform the therapist of changes in financial status and/or number of dependents; and, if on Medi-Cal, to bring in a POE sticker at the beginning of each month of service.

As stated earlier, the rights and responsibilities seem over-simplified, but the importance lay in the fact that they are now spelled out in detail so that both patient and staff know what to expect from each other.

F. TRANSIENTS

Current data show that the percentage of acutely and/or chronically psychiatrically disabled adults with no local addresses receiving intensive services in San Francisco is much higher than any other County in California, and possibly higher than any county in the entire United States. Recent statistics

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indicate the following percentages of admissions with no local address to San Francisco programs:

San Francisco General Hospital	
24-hour Psychiatric Emergency	
Service.....	24%
S.F.G.H. Acute Psychiatric Inpatient Service.....	34%
S.F. Admissions to Napa State Hospital.....	40%

These figures become still higher when the number of recent arrivals in San Francisco (many of whom are refugees or recent immigrants who do not speak English) is taken into account.

Unless new funding from Federal or State sources is received for the years to come to support services to these non-residents, or newly arrived immigrants, difficult decisions will have to be made. Either much more rigid limitations will need to be established on services available to non-residents, or services to long-time residents will have to be decreased in order to provide programs for non-residents.

G. PATIENT RIGHTS ADVOCACY SERVICES

The City and County of San Francisco is unique and fortunate in that its Patient Rights Advocacy Service (PRAS) is independent of the local Mental Health System. Other Counties have their Patient Rights Advocacy Services as a part of their Mental Health System, which means that the Service is trying to support the patients rights and at the same time the Service is working for the organizations that are supervising that patient's right.

PRAS came into being locally in 1978 from the West Coast Office of the Consumers Union, and proceeded to become an independent, non-profit corporation on July 1, 1980. PRAS fulfills the State's Title 9 advocacy program. Title 9 is part of California's Welfare and Institutions Code which requires each County to provide advocacy services to patients in facilities providing mental health services or residential care. And to its structure, PRAS is not completely independent of the service system nor completely part of it.

The three basic services PRAS provides are:

1. Individual advocacy --
investigative and resolution of client
complaints, response to requests for
information on rights, outreach and
dissemination of information on legal
rights and project services.

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2. Systemic advocacy -- training staffs of psychiatric community care facilities, community education, monitoring facilities to ensure implementation of client rights, class action litigation and/or formal administrative actions on behalf of groups of mental health clients.

3. Legislative - administrative advocacy -- input, with other advocacy groups to State and local policy makers and mental health administrators to improve services or expand or clarify right of consumer.

During a twelve month period, PRAS, with its staff of eight, (which includes an attorney and a paralegal) had 391 new clients. The problems included refusal of treatment, inadequate living conditions, access to services, guardianships/conservatorships, housing and employment problems, and help in numerous other individual services.

Systems - change advocacy services provided through PRAS included the interpretation of two opinions affecting the due process rights of minors. Other work resulted in implementation of grievance procedures for residents in halfway homes, a memorandum from the local Mental Health Director that now allows PRAS complete access to in-patient hospitals, and has resulted in PRAS being able to train the hospital staff on advocacy issues. Patients rights Committees have been established in all local hospitals. Also, PRAS participates in children, adult and senior placement Committees to discuss individual cases to determine where the patient will receive the most appropriate, least restricted, and beneficial treatment. Northern California Patients Advocates Coalition which represents patients' advocacy programs, both external and internal to the Mental Health System was established by PRAS, and it works to strengthen both the rights of psychiatric patients and the ability of the advocates to enforce these rights.

A short summary of information regarding legal advocacy services provided would include an Administrative Petition proposing new and revised regulations with regard to patients' rights, and is now pushing for the statutory public hearings needed to promulgate the regulations. The Forensic Psychiatric Service Ward 7D at San Francisco General Hospital was not affording its patients the minimal rights given patients or other psychiatric wards at General, and excessive seclusion and restraint took place in rooms and conditions were dangerous. After exhausting administrative remedies, the PRAS attorney prepared to file suit. Shortly thereafter, the Head of Forensic Health Services announced that he had obtained funds to improve conditions on 7D in all facets. Two other areas of involvement are access to services suit which sought to end discrimination based on residence, and the Public Guardian Suit which stopped

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the Public Guardian from discriminating against those who have less than a \$6,000 estate.

In summary, PRAS legal and systems-change advocacy efforts have led to substantial improvement in both systematic and fiscal accountability of San Francisco's mental health services. Effective advocacy services are well worth what they cost because they watchdog the entire mental health system to ensure appropriate and cost effective use of all available resources.

H. YOUTH CAMPUS

The basic idea of treating patients in their own community is excellent; it allows the family of the patient access to the patient without imposing the added burden of travel time or expenses. Regretfully, the actual accomplishment of this is not always possible.

Youth Campus, a facility that is housed in the former Good Shepherd Convent, is designed to be a long-term residential care service for children and adolescents. Funds come primarily from the Department of Social Services, and CMHS is trying to cover the remaining cost. The physical plant is old and designed on a grand scale, so maintenance and operating costs are high.

Youth Campus was conceived as a replacement for Napa yet it has brought only one patient back from the State Hospital so far. Napa has an excellent program for children and adolescents. At present Youth Campus has a very high turn-over of staff and a number of the staff are not trained in childrens' specialities and are in the process of learning how to handle these children while working with them. The program is not as clearly defined at Youth Campus as it is at Napa, yet the costs are greater.

Two other facilities that are available and may prove to be less expensive are Log Cabin Ranch located in La Honda in San Mateo County which presently is only half full, and the sixth floor at San Francisco General Hospital. The maintenance and upkeep at either place would be less, but the question of staff is still present. When dealing with these youths who need locked facilities, the policy should not be to hire a staff and then train them.

I. REPORTS AND REQUIREMENTS

Due to the confidential relationship of patient and practioner, it has in past years been difficult to determine what patient has been treated in what area by whom. Patients are to be billed for services if they can afford them, yet the billing procedures in the past have not worked well. This type of

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accounting has led the State to audit San Francisco's Budget, not necessarily to uncover someone who stole a specific amount, but to make San Francisco more responsible for the use of its monies.

Recently CHMS spent \$325,000 on new equipment that will not only keep track of how many services are offered where, but who will be billed for them. The model used has been adopted from a working program in Santa Barbara, and according to the State, it is the most efficient and practical program in use today. Now that District boundaries will start to melt, it is imperative that the City accurately keep track of both the number of services available and the number of patients using such services.

Billing and statistics of patients and program must be improved in order to stop duplication of services and maintain CHMS credibility with the State and Federal Grants.

The new County management-by-objectives (FIRM/FAMIS) is designed to include the pre-allocation of staff time in advance to the specific activity and the reporting back of the actual time spent in these activities. The Ad/Hoc Committee established this year to investigate the Mission Mental Health Crisis Unit questioned the accuracy of objectives, namely, the lack of clarity of how figures are calculated and the lack of operational definitions. Also, there is a stated policy that each District CAB will sign off on the quarterly printouts of the system; but as of this date, this has not happened.

Also in the last two years many new administrative and programmatic requirements have been established by the County and State, which include Quality Assurance Standards, Utilization Review, Medications Monitoring, Peer Review, Patient Satisfaction Surveys, and Services to Mentally Disordered Offenders. The State does provide for development and implementation. Yet, the time the clinical staff spends on these reports takes away from time spent on direct services to patients.

V. RECOMMENDATIONS

A. For the safety of those who use San Francisco General Hospital, the city should delay no longer and complete the Psychiatric Emergency Service Unit.

B. A billing and management information system which can fulfill all federal and state requirements, as well as provide information essential to CMHS, should be put on line immediately.

C. Appropriate programs should be developed for transients with funds supplied from the state specifically for that purpose.

D. Programs for refugees and recent immigrants should be developed, again with funds supplied from the state or federal

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government specifically for that purpose.

E. New funding for residential care homes should be established and CMHS should assume a more active oversight role.

VI. OBSERVATIONS

San Francisco is a unique city. It has been recognized---since the Gold Rush days---as a tolerant and cosmopolitan place and in that regard we don't see change on the horizon. For San Francisco's Community Mental Health Service, however, there will be change---externally generated, certainly financial and probably organizational. We would simply like to observe that maintaining the great sensitivity to the city's diversity and special needs which the CMMS now does is a virtue and should remain a priority. San Francisco should be "Everybody's Favorite City"---even for the 15% of the population needing mental health care.

Michael Miller, Chairman

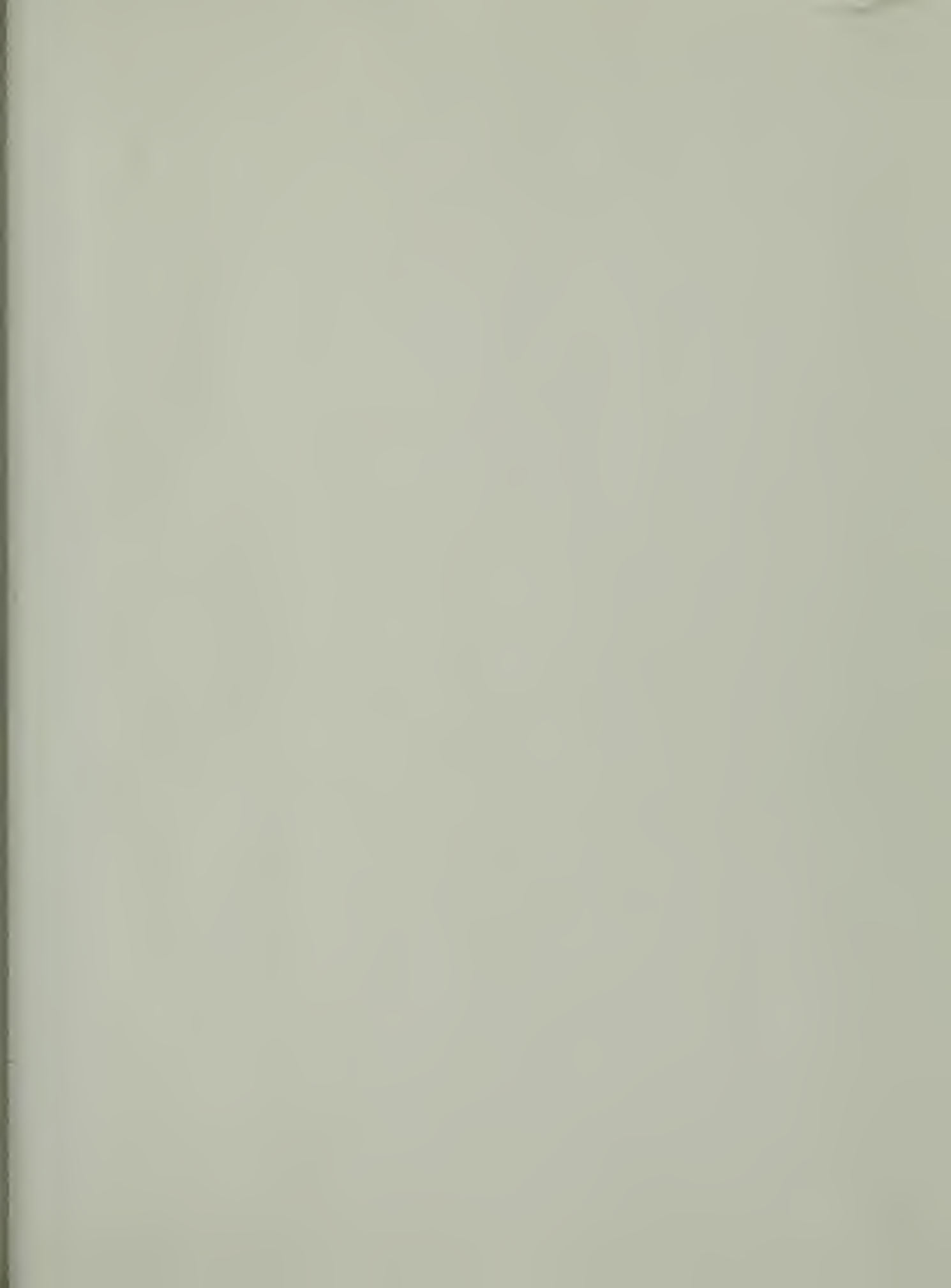
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